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ABSTRACT

Designed to present a better understanding of the government's system of printing and distributing information and to highlight problems, alternatives, and important policy questions, this report synthesizes 13 weeks of the Ad Hoc Advisory Committee hearings on six topics: (1) Administration of policy--who should establish and administer policy in the generation, production, and dissemination of government information? (2) Federal printing production and procurement program--how much centralization of the program is possible/desirable? What is the role of the Government Printing Office (GPO)? (3) Impact of new technology--what is the impact on the printing and dissemination system? On organizational structures? On labor? (4) Access to and distribution of government information--how accessible should government information be? Who should pay for it? Should it be available in any format? (5) Depository library program--what is the role of the program? Is there a benefit to competing suppliers of government information? (6) Pricing of government information--how much should it cost the citizen? Should any user be subsidized? Is government information an economic good and/or a social good? The names and addresses of committee members are provided, as well as a 30-page bibliography and the discussion outlines developed by subcommittees for each topic. (Author/JD)

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FEDERAL GOVERNMENT PRINTING AND PUBLISHING: POLICY ISSUES

REPORT OF THE

AD HOC ADVISORY COMMITTEE
ON REVISION OF TITLE 44

TO THE

JOINT COMMITTEE ON PRINTING
UNITED STATES CONGRESS

PUBLISHED BY THE

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WASHINGTON : 1979

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LETTER OF TRANSMITTAL

AD HOC ADVISORY COMMITTEE, *May 23, 1979.*

Hon. FRANK THOMPSON, Jr.,
Chairman, Joint Committee on Printing,
U.S. Capitol, Washington, D.C.

DEAR MR. CHAIRMAN: As chairman of the Ad Hoc Advisory Committee to the Joint Committee on Printing on the revision of title 44, I am pleased to transmit to you on behalf of the full committee our final report, which was discussed and accepted in our last meeting on May 4, 1979.

The report is intended to reflect the nature and scope of the discussions generated during the 13 Advisory Committee meetings and to focus on the issues to be considered in any revision of title 44.

Respectfully submitted;

GORDON ANDREW MCKAY, *Chairman.*

INTRODUCTION

In early 1978, the Joint Committee on Printing (JCP) determined that the long overdue revision of title 44, United States Code, should begin. The revision is made necessary by technological advances which are changing the way Government information is generated, produced, and disseminated, and by a growing public demand for improved and increased access to this information.

The problem stems from the uncontrolled growth of title 44. When enacted in 1895, title 44 consolidated statutes relating to Federal printing and publications. By 1968, when the title was codified, it had grown to include printing, binding, distribution, storage, and disposal of Government publications and records. Jurisdiction over these functions is split among the JCP, established in 1845, and four congressional committees. The proposed revision would encompass only those chapters of title 44—nine in number—within the purview of the JCP, the Committee on House Administration, and the Senate Committee on Rules and Administration.

The JCP established the Ad Hoc Advisory Committee to identify the major issues and policy questions involved in revising the statute. Prior to establishing the Advisory Committee, the Chairman of the JCP solicited comments from Federal agencies, private industry, trade associations, labor unions, the library community, and other interested groups. This was part of a concerted effort by the JCP to include all interested or potentially affected individuals and organizations in the revision process. This effort was continued during the Advisory Committee hearings which were open to public participation (see appendixes I–VI), as indicated in nearly 2,000 pages of transcript record.

Fifteen organizations designated representatives to participate in the Advisory Committee's deliberations which spanned 13 weeks. The Committee sought to identify issues, explore options, and develop essential questions. The Committee's hearings were not intended to produce specific legislative recommendations nor to present solely official agency or organization positions. The members were encouraged to be a "devil's advocate" when they felt the discussion was not addressing all aspects of a particular problem so as to explore the full range of issues and alternatives.

Six topics were analyzed in depth by the Committee after Subcommittees had developed discussion outlines (see appendixes I–VI):

1. How much centralization of the Federal Government's printing and publishing program is possible or desirable? What is the role of the Government Printing Office?

2. How accessible should Government information be? Who should pay for it: the source, publisher, or user? Should it be available in any format? What should be the roles and relationship between public and private disseminators?

3. What is the impact of new technology on Government's printing and dissemination system? On organizational structures? On labor?

4. What is the role of the depository library program? Is there a benefit to competing suppliers of Government information? What fiscal support should the Federal Government lend to programs providing public access to its information?

5. Who should establish and administer policy in the generation, production, and dissemination of Government information? Are enforcement tools necessary?

6. How much should Government information cost the citizen? Should any users be subsidized? Is Government information an economic good and/or a social good? What is the role of the marketplace?

The Committee also considered information provided by the following guest speakers:

> Mr. Phillip Leroux, Director General of the Canadian Government Publishing Centre. The Centre was established in 1978, by the cabinet level Minister of Supply and Services to place greater emphasis on the publishing activities of the Canadian Government.
>
> Dr. Nelson R. Eldred, Manager of the Techno-Economic Forecasting Division of the Graphic Arts Technical Foundation. Dr. Eldred discussed technological trends and forecasting.
>
> Honorable John J. Boyle, Public Printer of the United States, and senior staff from the GPO including Carl A. LaBarre, Superintendent of Documents. The Public Printer provided a tour of GPO and addressed Advisory Committee members on GPO's role in printing and distributing Government information.
>
> Chairman Frank Thompson, Jr. and Vice Chairman Claiborne Pell of the Joint Committee on Printing. They outlined the legislative revision process and thanked the Advisory Committee members for their contribution to title 44 revision.

This report is designed to present a better understanding of the Government's system of printing and distributing information, and to highlight problems, alternatives, and important policy questions.

During and after the hearings, the members of the Subcommittee on the Final Report worked to critique this report so it would contribute to the understanding and appreciation of the complex issues involved in revising title 44. The subcommittee includes: Faye M. Padgett, Chairperson; Roy C. Breimon, Bernadine A. Hoduski, James B. Adler, Kenneth Allen, William G. Phillips, William J. Boarman, Francis J. Buckley, Jr., and Samuel B. Scaggs.

Those who participated in the Advisory Committee feel privileged to have been part of the effort to improve the Federal system of printing, publishing, and disseminating Government information. Athough there is no single conclusion or unanimous recommendation in this report, we hope our far-ranging discussions on these important issues will aid the Congress in its consideration of title 44.

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CHAPTER I. ADMINISTRATION OF POLICY

The Ad Hoc Advisory Committee to the JCP determined that any consideration of title 44 revision must include close examination of the policy issues involved in printing and distributing government information.

The diversity of title 44 responsibilities, herein described as "information policy," is staggering. It ranges from printing, copying, and other forms of reproduction of material to questions of primary and secondary publishing. It includes government information distribution and access programs, such as the Depository Library Program, and the ultimate disposition of government information through records management and archival storage.

The Committee attempted to differentiate between the policy-maker and the administrator—a difficult task because of overlapping jurisdictions. The present system vests responsibility for administering policy in both the Legislative and Executive Branches. Within the Legislative Branch, title 44 gives responsibility to the Joint Committee on Printing, the Government Printing Office (GPO), and four Congressional Committees: House Administration, Senate Rules and Administration, House Government Operations, and Senate Governmental Affairs.

In the Executive Branch, each agency head is responsible for complying with title 44 requirements. The Office of Management and Budget (OMB) under the Budget and Accounting Act of 1921, has oversight responsibility for the Executive and considers in its budgetary review process the information management portion of Congressionally established programs. Under the Brooks Act, the General Services Administration has responsibility for delegating procurement authority to Federal agencies for automated data processing (ADP) equipment. Determination of an agency's requirement for the equipment, however, is not a function of GSA under the act. Because various entities have title 44 responsibility, any agency or individual may be required to consult two or more of these administrators or policy-makers concerning the government's information policy.

Among the principles identified by the Advisory Committee to be considered in revision of title 44 are the following:

(1) Congress should establish a workable, enforceable information policy that encompasses the entire government;

(2) the administrative framework should be flexible in order to accommodate technological, political or social changes;

(3) administrative decisions should be reviewable, perhaps in accordance with the Administrative Procedures Act or a similar procedure;

(4) the role of Congress and Executive Agencies in formulating and administering information policies should be clarified;

(5) the role of the private sector in disseminating government generated information should be made clear; and

(6) the right of the public to have access to government information should be insured.

This chapter describes the various entities who presently make and/or administer what is described as "information policy". In addition to the principles listed above, policy questions raised through the Advisory Committee hearings are presented at the conclusion of the chapter.

I. THE JOINT COMMITTEE ON PRINTING

Under title 44, United States Code, primary responsibility for setting and administering policy for the printing and distribution of government publications rests with the Joint Committee on Printing. Section 103 establishes the major JCP policy goal to "remedy neglect, delay, duplication, or waste in the public printing and distribution of Government publications." In addition, other sections of the law state that specific actions or assignments are "subject to regulation by the JCP", or must be "approved by the JCP."

The responsibilities of the JCP include:

(1) Establishment of policy for the federal printing and distribution system through the formulation of regulations. Some of the specific regulations are compiled in the publication entitled *Government Printing and Binding Regulations.*

(2) Establishment of standards and specifications for federal paper procurement and use. The Committee is the final arbiter in differences concerning paper quality between the Government Printing Office and paper contractors.

(3) Oversight of the operation of almost 300 department and agency printing plants, world-wide. The Committee monitors this program through evaluation and inspection of Federal printing plants (including regional GPO offices and field plants, agency plants, and agency copying and duplicating facilities). Operations and management reports are submitted to the JCP, and individual plants are established or disestablished as warranted.

(4) Approval of agency requests to purchase printing and binding equipment.

(5) Oversight of the Federal Printing Procurement Program whereby a substantial percentage of the Government's printing requirements (about 64 percent or $322 million in fiscal year 1978) are purchased from commercial sources via competitive bids. The JCP developed this program in 1965 to improve service, effect cost savings, and lessen unnecessary government competition with private industry.

(6) Oversight of the Government Printing Office's operations and policies. Additionally, under 44 U.S.C. 305, the Keiss Act, the Committee serves as the final board of appeal in GPO labor/management negotiations pertaining to wage related matters.

(7) Oversight over public access to government information through various programs including by-law distribution, document sales and the Depository Library Program.

(8) Promotion of cooperation between the Senate and House of Representative's publishing activities in such areas as automated production of Congressional publications and automated indexing.

(9) Formulation of recommendations to Congress for the updating, revising, and/or eliminating sections of title 44 of the United States Code.

(10) Compilation, publication, and distribution of certain Congressional publications and supplements including: *The Congressional Directory, The Congressional Pictorial Directory, The Capitol Magazine,* and the *Biographical Directory of the American Congress.*

II. SENATE COMMITTEE ON RULES AND ADMINISTRATION

Paragraph 1(n), Rule XXV, of the Standing Rules of the Senate specifies that all proposed legislation and other matters relating to the Government Printing Office, including specifically the printing and correction of the Congressional Record, shall be referred to the Committee on Rules and Administration.

The committee's jurisdiction over printing matters is further expressed in 44 U.S.C. 703, which states in part that "Resolutions (to print), when presented to either House, shall be referred to the Committee on House Administration of the House of Representatives or the Committee on Rules and Administration of the Senate * * *"

All Senate proposals to print material not authorized by law or to print additional copies of statutorily prescribed quantity, are referred to the Committee on Rules and Administration.

III. COMMITTEE ON HOUSE ADMINISTRATION

Under Rule X of the Rules of the House of Representatives, jurisdiction over matters relating to printing and correction of the Congressional Record is granted to the Committee on House Administration. In addition, the Committee has jurisdiction over pertinent sections of title 44 concerning the Government Printing Office, the depository library program, and the printing of various documents for Members of Congress, House Committees and the general public.

IV. THE GOVERNMENT PRINTING OFFICE

Title 44 defines GPO's mission to provide the Legislative, Executive, and Judicial Branches with printing, binding and distribution services. Although other laws contain reference to GPO and its operation the basic legislation (title 44) was enacted in 1895 and last recodified in 1968. In addition, GPO and all other federal printing offices are governed by the JCP's *Government Printing and Binding Regulations.*

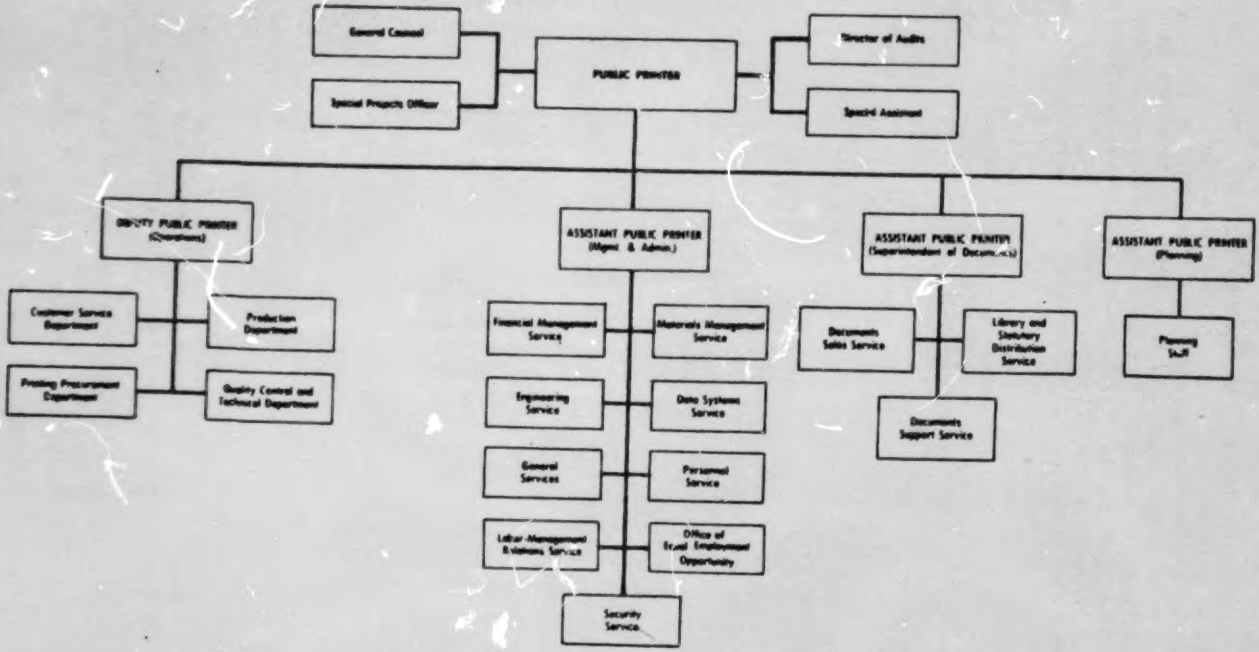
In order to fulfill its mission, GPO performs four major functions: production, procurement, distribution (including cataloging and indexing) and administration. The production function consists of all in-house printing and binding operations which amounted to approximately 35 percent of the value of all GPO output in fiscal year 1978.

The purpose of the procurement function, which is divided among the main Government Printing Office and 14 GPO regional procurement offices, is to purchase printing and binding services from the private commercial sector. Sixty-five percent of the value of all GPO output in fiscal year 1978 was purchased commercially.

The distribution function is managed by the Superintendent of Documents (SUP/DOC) which operates the 26 GPO bookstores, the subscription and mail order sales services, and the depository library and free distribution programs. The General Sales Program recovers all costs through sales revenue. The costs of the free Consumer Information Program and the Reimbursable Distribution Program are recovered through receipts from sponsoring government agencies. The depository library (including cataloging and indexing) and free distribution programs are funded through Congressional appropriations.

The administration function encompasses the typical activities of personnel, accounting, general management, engineering, procurement, storage, issuance of supplies and materials, and security.

UNITED STATES GOVERNMENT PRINTING OFFICE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Documents Sales Service
Library and Statutory Distribution Service
Documents Support Service
ASSISTANT PUBLIC PRINTER (Planning)
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V. EXECUTIVE DEPARTMENTS AND AGENCIES

An important role in the Federal printing and procurement system is performed by 300 agency printing plants which are authorized and monitored by the Joint Committee on Printing. The JCP has delegated administrative authority to department and agency heads to manage their printing operations, including responsibility and control of duplicating equipment, automatic copy-processing, and copier-duplicating machines.

Paragraph 30 of the JCP Printing and Binding Regulations states that:

> Heads of departments shall maintain under their direct supervision a central printing and publications management organization with responsibility for the conduct of a coordinated program controlling the development, production, procurement or distribution of materials through the utilization of conventional printing and binding methods or through the utilization of multiple copy microform methods. The central printing and publications management organization also will maintain responsibility and control of duplicating equipment and automatic copy-processing or copier-duplicating machines, as identified in column 2 of the equipment tables.

The JCP also approves the purchase of printing and binding equipment by these agencies. As pointed out at the Advisory Committee meetings, this regulation is intended to limit the indiscriminate acquisition of equipment by agencies.

In those instances where the JCP has authorized agency printing plants, the plants operate on a case-by-case basis under certain guidelines. Many plants do printing under national or administrative security classifications and printing which requires fast turnaround (e.g., administrative short-run printing). To insure that the agencies are following JCP regulations, JCP reviews periodically required production reports and conducts on-site plant inspections.

The *Government Printing and Binding Regulations* restrict agency production, the selection of printing papers, the use of color and numerous other facets of printing production, procurement and distribution. For example: the paper standards do not permit the use of 140 pound white cast coated stock on a throw-away pamphlet and discourage the indiscriminate use of color in any government publication. It was noted at the Advisory Committee hearings that the GPO does not unilaterally prohibit an agency's use of a particular design or selection of stock, but instead adheres to the *Government Printing and Binding Regulations* which were formulated with participation by printing officials from the entire Federal establishment. The JCP's criteria for the design and use of color in government publications does not preclude the appropriate use of color or approved paper.

Items which do not meet these criteria may be questioned by the GPO. However, an agency may request GPO to proceed to print on the strength of a written certification of need signed by an appropriate agency official. Extreme examples of the mis-use of color may be referred to the JCP for resolution, but such instances are rare.

VI. OFFICE OF MANAGEMENT AND BUDGET

The Office of Management and Budget assists the President in the discharge of his budgetary, management and other executive responsibilities. Among the responsibilities assigned to OMB are to assist in the preparation of the budget and in the formulation of the fiscal program of the Government; in the clearance and coordination of departmental advice on proposed legislation and the development of recommendations as to Presidential action on legislative enactments; and in the development and implementation of government-wide programs to improve management effectiveness.

Although primary responsibility for managing printing and associated resources rests with the head of each department and agency, OMB does have a number of responsibilities related to the issues discussed by the Ad Hoc Advisory Committee. For example, OMB reviews agency budget requests and program plans to assure consistency with the President's objectives. This review includes those resources requested for printing and information dissemination activities. The Office of Management and Budget also provides guidance to individual departments and agencies relative to these activities. This guidance is provided through the budget review process and through on-going management reviews. An example of this guidance is the directive provided to the National Technical Information Service several years ago that it operate on a full-cost recovery basis.

OMB has been assigned additional responsibilities in a number of specific areas. For example, the Federal Program Information Act and the Federal Reports Act assign certain operational and oversight responsibilities to OMB. In another area, the Privacy Act of 1974 required OMB to oversee implementation of the Act by Federal agencies and departments. The OMB is also responsible for developing and establishing Federal policies in the acquisition, management and use of information technology.

Since information is integral to almost everything OMB does, from budget review to legislative coordination and policy development, it is impossible to identify all of the activities and responsibilities related to information management which exist within OMB. Nevertheless, it should be noted that there are a multitude of activities, including paperwork reduction, establishment of privacy and confidentiality protections for Federal and non-Federal records, reports control, and reducing the regulatory burden on the public, in which OMB is an active participant.

VII. POLICY QUESTIONS

A. SCOPE OF TITLE 44

1. Is title 44 the proper section of the U.S. Code within which the Federal government's information policy should be located?

2. Should title 44 contain only broad policy guidelines and delegate authority for establishing regulations and quantitative requirements (e.g., the quantity of copies of publications to be printed or distributed) to the proper administrative authorities?

3. Should title 44 contain an administrative process for review of decisions made by the Public Printer, the JCP or any other administrative body prior to seeking judicial relief?

4. Should title 44 define procedures which allow persons affected by policy decisions to have input into the formulation of policy?

5. Should Congressional Committees be required to identify, prior to passage, the impact of any legislation on the government's system for the generation, production and dissemination of information?

6. Should the total cost of generating, producing, and disseminating government information be routinely identified and evaluated?

B. ORGANIZATION OF ADMINISTRATIVE AUTHORITY

1. Should there be a central Federal Government Information Office to administer compliance within statutorily prescribed information policy; to provide uniform bibliographic and indexing access to government information; to advise executive agencies on all aspects of their publishing activities; to guarantee public access to documents; to serve as an *ombudsman* on Freedom of Information and Privacy Act matters, and to collect published and non-printed government information?

2. Should there be an officer assigned within each Federal agency to be responsible for the implementation of information dissemination policy?

3. Should there be a public government-owned printing and publishing corporation which operates as an independent entity under Congressional guidelines, serving all branches of government? (Such a corporation, in addition to printing, could operate the sales program and the depository library system, provide bibliographic control of government information, and coordinate and facilitate other activities, e.g., providing demonstration grants to federal agencies to test new information technologies.)

4. Should the revised title 44 establish a National Depository (Library) Agency to administer the depository library program, collect and distribute government publications, act as a library of last resort for the public to access all federal government publications, and insure bibliographic access to all federal government publications?

5. Should there be a single federal office to disseminate and/or coordinate dissemination of all government information?

6. Should the role of the graphic designer be formally recognized in title 44 or in administrative regulations in order to improve the interaction between the designer and the printer?

C. ROLE OF JCP

1. Should the JCP have a greater or lesser role in setting policy and providing oversight (including conducting investigations) for the Federal printing, procurement and dissemination system?

2. If the oversight exercised by the JCP is duplicative of the oversight provided by other Congressional legislative and investigative committees, should the JCP be abolished and these responsibilities consolidated?

3. Should Congress discontinue its regulatory and administrative practices over the Executive and Judicial Branches because of a possible violation of the "Separation of Powers" doctrine?

D. ROLE OF GPO

1. Should the current organizational structure of the GPO be maintained, or should GPO be reorganized into two agencies; one responsible for actual printing and the other responsible for the sale of federal publications, the distribution of government information, and the operation of the federal depository library system?

2. Should GPO be divided into two divisions: one responsible for the production and procurement of Congressional printing and the other responsible for the production and procurement of Executive printing?

3. Should the GPO be only a production operation, and not a procurement operation?

4. Should the GPO be part of the Executive Branch and perform work for the Congress only as a customer?

5. Should GPO print and procure only Congressional work?

6. Recognizing that the Public Printer is currently appointed by the President to head a Legislative Branch Office, should the Public Printer be appointed by the Congress?

7. Should the GPO be given the JCP's responsibility to approve of printing equipment acquisition by federal agencies?

CHAPTER II. THE FEDERAL PRINTING PRODUCTION AND PROCUREMENT SYSTEM

The federal printing production and procurement system has many interrelated components which include the main Government Printing Office, six GPO field printing plants, 14 GPO Regional Procurement Offices, and approximately 300 Federal printing plants. The private commercial sector contributes significantly to the production of Government information through approximately 7,000 printing companies and contractors who vie for jobs through GPO's competitive bids lists. There are also an unidentified number of agency duplicating and copying operations which are directly supervised by the heads of Federal departments. Finally, there are several Federal agencies that operate their own printing programs under enabling legislation which excludes them from the provisions of title 44 (e.g., the National Science Foundation and the Agency for International Development).

Through its discussions of the federal printing system, the Advisory Committee identified major issues which should be considered in revising title 44:

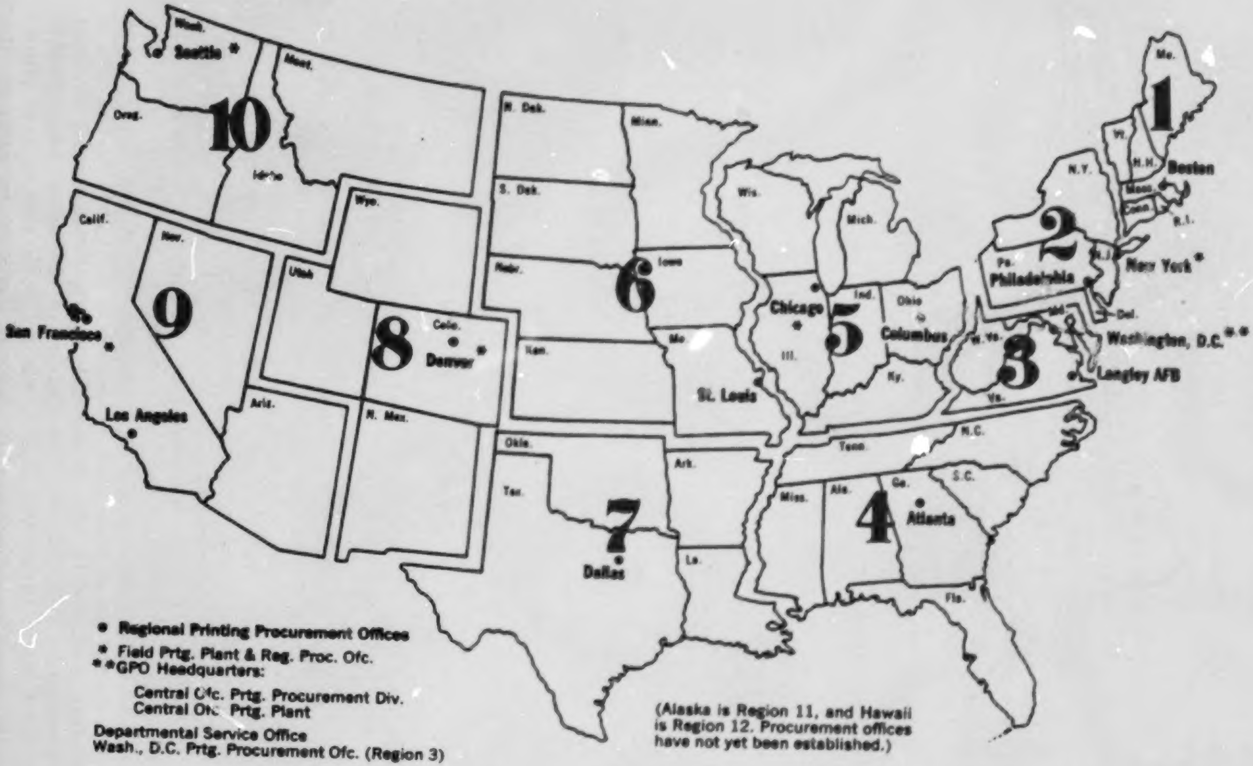
(1) The role of the public and private sectors in producing government printing; and

(2) The system of producing and procuring government printing, including the issue of centralized and decentralized control.

I. THE MAIN GPO AND SIX FIELD PRINTING PLANTS

The Ad Hoc Advisory Committee toured the main GPO plant in Washington, D.C., on November 15, 1978. Members visited the Customer Service Department, which includes the Planning Service, Plant Planning, and Typography and Design Divisions; and the Production Department, which includes, Composing, Electronic Photocomposition, the Letterpress and Offset Divisions, and the Bindery.

In fiscal year 1978, GPO's main Production Department and six field printing plants actually produced $180 million of government printing, or roughly 11.5 percent of the total Federal expenditure for printing and duplicating, which was estimated by the President's Committee on Reorganization to be at least $1.5 billion. The Presidential Committee identified an estimated $450 million of duplicating, in addition to the printing funds of $1.1 billion in the Office of Management and Budget's Object Class 24. Of the $1.5 billion total, only 33 percent was produced through use of the printing and procurement facilities of GPO. In short, more than 67 percent of Federal reproduction costs are not expended through GPO, and some 88 percent is produced in facilities other than GPO (either commercially, in departmental printing plants, duplicating shops, or on copying devices). Of the $180 million worth of printing produced at the GPO, $97 million represented Congressional work, $23 million consisted of specialized work (e.g., postal cards and the Federal Register), and $60 million, or one-third of the total, was produced for various agencies. It is important to note that reproduction on duplicating and copying devices has heretofore not been considered printing. Although such activities are not directly supervised by the JCP, the *Government Printing and Binding Regulations* impose a requirement on all agencies to control these production activities.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Conn.
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● Regional Printing Procurement Offices
* Field Prtg. Plant & Reg. Proc. Ofc.
**GPO Headquarters:

Central Ofc. Prtg. Procurement Div.
Central Ofc. Prtg. Plant

Departmental Service Office
Wash., D.C. Prtg. Procurement Ofc. (Region 3)

(Alaska is Region 11, and Hawaii is Region 12. Procurement offices have not yet been established.)

II. THE GPO PROCUREMENT OFFICE AND 14 REGIONAL PRINTING PROCUREMENT OFFICES (RPPO's)

Title 44 establishes the Government Printing Office as the mandatory source of supply for printing services for the Federal Government.

Section 501 states in pertinent part:

> All printing, binding, and blank-book work for Congress, the Executive Office, the Judiciary, other than the Supreme Court of the United States, and every executive department, independent office and establishment of the Government, shall be done at the Government Printing Office, except—
>
> (1) classes of work the Joint Committee on Printing considers to be urgent or necessary to have done elsewhere; and
>
> (2) printing in field printing plants operated by an executive department, independent office or establishment, and the procurement of printing by an executive department, independent office or establishment from allotments for contract field printing, if approved by the Joint Committee on Printing.
>
> Printing or binding may be done at the Government Printing Office only when authorized by law. (Pub. L. 90-620, Oct. 22, 1968, 82 Stat. 1243.)

In 1968, the Joint Committee on Printing instituted a significant policy change in the Federal Government's printing program with the goal of reducing Government-produced printing in favor of procuring that printing from the private commercial sector. In interpreting subsection 1 of 44 USC 501, the JCP stipulated that printing deemed to be commercially procurable must be secured from the private sector. Work considered commercially nonprocurable consists primarily of orders which cannot be secured within the needed time-frame and/or because of security reasons; such work is authorized to be done in federal agency printing plants.

The commercial procurement of government printing is handled through the main GPO Procurement Office in Washington, D.C. and its 14 regional offices. These offices serve the Legislative, Executive and Judicial Branches by consulting with them and arriving at specifications which are intended to be cost-effective for the agency customer and readily understood by the industry. Contracts are then awarded to one or more of the 7,000 printers on GPO's competitive bid lists. About 90–95 percent of the agency printing bought commercially by each regional office is procured in the region itself. This approach helps to reduce the duplication of management within the agencies and to standardize procurement methods.

On an "as needed" basis, waivers are issued by the JCP to executive departments and agencies to buy work directly (e.g., Defense Mapping Agency and other cartographic facilities procure maps and related publications directly from private industry). The GPO also issues waivers under extenuating circumstances.

The Printing Procurement Department of the GPO is responsible for printing, binding and related products and services produced in GPO's six field printing plants or procured from the private sector. The cost of printing procured commercially by the GPO Central Office during fiscal year 1978, amounted to $161,284,983; the cost of printing procured by the Regional Printing Procurement Division amounted to $141,694,048. The number of individual jobs handled by the Central Office was 57,213, while 168,360 orders were placed by the Regional Printing Procurement Division. In contrast, the service role fulfilled by the field printing plants is smaller and more specialized, comprising a total of 32,950 orders valued at $11,848,106. Generally, larger, more complex, printing orders are procured centrally, and smaller, more specialized jobs are bought in the regions or performed in field printing plants.

Because of the high workload volume at GPO, it may take about three weeks to let a contract and another six weeks for a private commercial printer to print and distribute some complicated jobs. Delay may occur if an agency fails to adhere to its own deadline for getting copy and job specifications to GPO. These delays are a major irritant and problem for some clients of GPO.

The GPO procurement functions are divided into two organizational elements: acquisition of printing services and procurement of materials and inventory items. Printing procurement activities make up the bulk of GPO workload, both in terms of the number of orders processed and dollar value. This activity is increasing significantly because of the Government's policy to utilize the private commercial sector to secure as much printing as possible.

The procurement process begins when an executive department or agency submits a requisitioning document to GPO. The form requires the agency's printing officer to certify that the work is necessary in the transaction of public business and that the agency has the funds to cover the order. Once the requisition is received, GPO makes a determination as to whether that job will be produced in-house or bought commercially. Decisions are based upon desired delivery schedules, economic factors, in-house production capacity and available commercial resources. Beyond the requirement that agencies adhere to title 44 and JCP regulations, GPO may recommend changes in format or technical specifications but may not express judgment with respect to the content of a publication.

The JCP procurement policy includes a "common sense rule", i.e., the GPO procures all jobs except work held in-house to keep an even flow of work when Congress is in recess or adjournment. This policy also applies to the agency printing plants where commercially procurable work is produced in-house to fill in the valleys between peak workloads of nonprocurable work. Two-thirds of the agency work that comes to the GPO is contracted out to the commercial sector. Of the one-third printed at GPO, a small proportion of the agency work held in-house is actually used to fill gaps in the workload in its main and field printing plants. The GPO argues that discretion to keep this work in-house is fundamental to operating an effective and economic government printing office.

Some Advisory Committee members feel that the legal requirement in title 44 establishing GPO as the mandatory source of supply for all government printing is neither necessary nor desirable. They feel contracting through GPO increases printing delays and diminishes management flexibility. In addition, they feel that, since most executive branch printing is contracted out, there is little advantage to going through GPO and any possible cost savings achieved through centralized procurement are offset by GPO's administrative costs.

Other Advisory Committee members believe this requirement is valid and that centralized procurement of printing results in cost savings to the government. If GPO were made an optional source of supply, they feel many larger agencies would elect to establish their own printing plants and procurement offices, thereby duplicating existing facilities and staffs at GPO.

A concern of GPO is that, without the ability to hold agency work in-house to fill voids created by the high fluctuation in the Congressional workload, it might have to significantly curtail most of its operation from 3 to 4 months each year, when Congress is in recess. A counter argument is that GPO could adjust to fluctuations in Congressional work by actively competing for agency business.

There are important considerations to be evaluated should agencies be permitted to independently control their own printing needs. The possibilities include: duplicating of direct and indirect manpower costs, undermining compliance with JCP regulations, increasing the difficulty of collecting publications for depository library distribution, and narrowing the current nationwide system of private sector competition for government printing contracts.

III. FEDERAL AGENCY PRINTING PLANTS

The approximately 300 Federal agency printing plants which operate under the authority and supervision of the JCP generally provide administrative type printing support.

Most plants now produce work of local origin and distribution best described as administrative in nature, short-run in quantity, and oftentimes "quick-and-dirty" in quality. These printing plants retain enough commercially procurable work in-house to insure efficient utilization of resources, both of equipment and personnel. However, in order to insure that in-house production for each printing plant is consistent with the policy that the Government should not unduly compete with private industry, printing plants are subject to reduction in personnel and equipment levels.

In 1968, there were 338 Federal agency printing plants ranging in size from plants small enough to be called duplicating facilities to large plants with multi-million dollar operations. Under the direction of the Joint Committee on Printing, there has been a noticeable reduction in the number of plants since 1968 (from 338 to 298). The work no longer done by in-house printing plants is made available to over 7,000 commercial printers who bid competitively on orders procured through 14 Government Printing Office Regional Procurement Offices.

During fiscal year 1978, 289 conventional plants produced approximately 12,045,920,840 production units (a production unit equals one sheet, size 8½×11 inches, one side only, one color) with a total estimated value of $142,937,143.

An additional, highly specialized category of nine map and chart agency plants produced approximately 320,250,785 press impressions with an estimated value of $26,253,843 (press impressions materially differ from production units in that, depending on the size of the press, a press impression may equal two to 32 units). The total estimated dollar value of work produced by these 289 conventional and 9 map and chart plants during fiscal year 1978, was $169,190,986. This total does not include the $180 million produced at GPO.

A very limited number of plants, such as one operated by the Central Intelligence Agency and that of the Bureau of Engraving and Printing, are statutorily exempt from the provisions of title 44. Consequently, operating costs and production reports concerning those and other exempt plants are not available to the Joint Committee on Printing.

Based on the trend over the past 10 years, it appears that in-house production will continue to decrease while the commercial procurement program grows.

A. DUPLICATING AND COPYING ACTIVITIES

Duplicating and copying activities are the fastest expanding, least supervised and least planned for portion of the federal reproduction system. Executive departments and agencies are not required to go to GPO for less than 5,000 units on a single page or 25,000 units for any number of aggregate pages in an order. Rather, the agency has a choice of doing the job in-house, procuring direct from private industry or other agencies such as GPO and GSA, or using a GPO Procurement Office. Generally, departments will commercially procure short-run duplicating work requiring a quick turnaround time when the departments do not have an in-house capability.

Agency procurement offices which buy duplicating work have the same service requirements as GPO Regional Procurement Offices, i.e., the agency must have an internal procurement process to set specifications and must involve their legal staffs in protests and appeals.

All Federal agencies, when procuring duplicating services, do not specify the type of equipment to be used by the commercial contractor but rather the quality and turnaround requirements of the job. In effect, duplicating need not be done on a duplicating machine; it could be done on a larger press, and often is. In the Washington, D.C., area, a few multiple-award annual contracts are established by the GPO to satisfy various agency needs. In addition, GPO Field Procurement Offices have multi-agency use open-end contracts that provide for placement of orders and quick turnaround work for the agencies, facilitating the rapid procurement of duplicating services. Since many agencies voluntarily use GPO, it can be assumed that it provides a valuable resource to the agencies.

It should be noted, however, that duplicated publications are not often made available to the public either through direct sales programs, the depository library program, or through their inclusion in lists of publications distributed by the government.

The JCP has attempted to exert an influence on this area by placing copying and duplicating activities under the head of each agency. The increasing sophistication of duplicating equipment permits production equal to that of a small printing plant. Except for quantitative restrictions on orders, the line between duplicating and printing is becoming blurred. For instance, the Library of Congress in its on-demand filing of orders for library cards is capable of producing a volume of cards previously produced by a printing plant which employed 200 people.

The use of duplicating machinery has increased for the Legislative, Executive and Judicial Branches of government. The figure of approximately $450 million is generally associated with the copying and duplicating activities in the Executive Branch, although there is a probability that the estimated total represents much less than actual cost. It is currently impossible to determine what duplicating is being economically produced because of lack of reliable data.

Because printing and copying are grouped in the Office of Management and Budget's Object Class 24, it is not possible to identify the types and volume of work in the class. As Object Class 24 is integrated into the federal budget process, the costs become unidentifiable, other than knowing they are budgeted as "printing and reproduction." The problem is compounded because printing, binding, and duplicating costs are viewed as a minor administrative cost in the budgets of most Executive departments and agencies. There is a philosophy that the primary responsibility for managing those dollars should rest with the agency which has the authority and responsibility for operating a program. There seems to be greater concern over the amount of information that the federal government produces and the ways in which the information is disseminated, rather than its cost of production.

IV. Policy Questions

A. PROCUREMENT OF FEDERAL PRINTING

1. Should government printing be commercially procured to the maximum extent possible?

2. Should agency printing plant production be phased down to an effective minimum level to encourage commercial procurement?

3. Should government printing in excess of the effective minimum level be procured through the GPO regional offices or through some other centralized procurement activity?

4. Should each federal agency be granted autonomy over its printing and distribution needs?

5. Should executive departments and agencies be allowed to directly procure their printing if the GPO cannot meet the specifications, time schedules, or does not need the work for its in-house production facility?

B. ROLE OF JCP

1. Should the JCP have the GAO conduct systematic and ongoing audits of executive printing and procurement systems to help identify the total cost of federal printing and distribution?

2. Should the JCP place greater emphasis on establishing revolving or industrial funds for agency printing plants to identify their operating costs and improve their fiscal accountability?

3. Should the JCP evaluate the total cost of generating, producing, and disseminating government information?

CHAPTER III. IMPACT OF NEW TECHNOLOGY

The nature of the printing industry makes technological changes a recurring event in both the private and public sectors. With this in mind, the Advisory Committee discussed the major issues to be considered in the revision of title 44:

(1) The responsibility of government to plan for the use of technology, including the need for standards and the compatibility of components;

(2) the effects of automation on the private and public sectors, including the labor market;

(3) the cost of technology; and

(4) the effects of technology on traditional definitions, e.g., "duplicating" and "printing."

I. EFFECTS OF NEW TECHNOLOGY ON ORGANIZATIONS

It is generally believed that technology will directly affect organizational structures and that the printing and publishing activities will be increasingly interrelated. To some extent this has already occurred, with activities traditionally performed by one group now being performed by a different group, e.g., original keystrokes or input may be captured at the author-editor level rather than at the traditional composition-craft level.

Private and government publishers are modifying their organizations, from management to distribution of information, in order to accommodate new technologies. The need for planning is obvious. Before purchasing new equipment, cost benefit studies based on sales and technological forecasts are necessary. Although the price of technology tends to decrease, printing managers are increasingly concerned with what is financially practical rather than what is technically feasible. Mathematician-statistician and data systems type personnel are increasingly needed by printing organizations, and people with conventional printing technology skills are being retrained. Some of the old skills will continue to be utilized, however, and will be important for the use of new technologies. All of these factors will affect the activities and organizational structure of the Federal printing and distribution system.

A. USE OF TECHNOLOGY

The JCP, executive agencies, and GPO are planning for the use of new technologies. The JCP uses a functional and technological approach to fulfill its responsibilities, i.e., the JCP under title 44 has responsibility over the system of printing government publications and over the equipment used for printing. The Advisory Committee has found that technological developments are altering the jurisdictional responsibilities for planning for the use of technology.

The *Government Printing and Binding Regulations* as revised and published by the Joint Committee on Printing (April 1977) define "printing" as including the processes of composition, platemaking, presswork, binding, and microform; the equipment used in such processes; and the end items produced by such processes and equipment. The JCP's approval is necessary for the acquisition by Federal agencies of conventional printing equipment and equipment which utilizes newly developed or improved processes or new principles of operation.

One of the characteristics of evolving technology is that it sometimes erases the demarcation lines between what were previously distinct technologies. For example, computer and communications technologies have begun to converge, and it is sometimes difficult to distinguish between them. There is evidence which suggests that this same trend may be occurring between printing technologies and computers.

Public Law 89-306 (popularly known as the Brooks Act) authorizes the Administrator of the General Services Administration to "coordinate and provide for the economic and efficient purchase, lease, and maintenance of automatic data processing equipment by Federal agencies." When this law was passed in 1965, the line between printing equipment and computers was clear. However, the recent introduction of new technologies has obscured this distinction, and the technology may arguably fit within the broad definitions of "printing equipment" and "ADP equipment" as set forth in statutes and regulations. As a result, there is some confusion as to whether this new technology falls within the purview of GSA or JCP. This situation has led the JCP to provide clarification to all federal agencies by restating the need for prior approval by the JCP for purchase of electronic printing systems and components.

B. DEFINITION OF PRINTING

The traditional definition of printing is not believed by some members of the Advisory Committee to have kept pace with technology. Accordingly, questions arise as to who should define printing and through what process. Since the definition of government printing will change as technology changes, some Committee members feel it desirable to create a method for public involvement in redefining the term "printing".

The current definition of "printing," as it appears in *Government Printing and Binding Regulations, No. 24,* is: "the processes of composition, platemaking, presswork, binding, and microform; the equipment as classified in the tables in Title II (of the regulations) and used in such processes; or the end items produced by such processes and equipment."

Seven additional definitions of printing were discussed:

1. Production of imaging from image to carrier in quantity.
2. The processes of data manipulation between a creator and multiple end user.
3. Information containing graphic arts intelligence and the reproduction of images in human readable form.
4. (Manufacture of) publications which can be defined as information that is captured by the Federal Government for subsequent sale or distribution to the general public with national security consideration honored.
5. The arts and sciences involved in recording and communicating man's ideas and discoveries in the form of words and graphics with ink on paper, or some other suitable substrate.
6. The processes of composition whereby characters, words, symbols, line and/or halftone illustrations or any visual information is captured and placed on a substratum of paper, magnetic tape, magnetic disc, metal, film, or other means of transferring to a method for making multiple copies; to the process of presswork whereby multiple copies are produced by any method using paper, metal, photographic, electronic, electrostatic, or laser beams to produce multiple images of the original on paper, film, metal, plastic, or cloth; to the process of binding or finishing using adhesive, thread, metal, plastic, paper, or film or any other means to hold the finished product together in a single unit.
7. The reproduction in any form, utilizing public funds, of a portion of information produced by a governmental entity, such reproduction being performed by the Government Printing Office or its agents, by the governmental entity itself, or by a contractor with either (usually, but not necessarily, offered for sale or for free distribution to the public).

II. Effects of New Technology on Labor

The Federal publishing cycle is affected by the trend to capture more original input data at the author's location. In addition, federal agency use of the class of machine exemplified by the Xerox 9700 may decrease in-house short run press work and/or duplicating. (The Xerox 9700 is an electronic printing system offering the functional capabilities for performing composition, platemaking, the reproduction of an image, and collating of printing pages.)

Historically, new technology has affected the labor market. It is difficult to predict if this impact will be either positive or negative. Initially, the new technology requires personnel with more traditional/formal educational backgrounds. However, as a particular printing technology is used, high schools and trade schools train "journeymen" i.e., highly skilled workers in a specific field.

In the conventional graphic arts market the number of workers is decreasing (given a constant output). In the long run, the new graphic arts process, from data capture to printed output, may require about the same number of employees. In general, there is an increase in specific high skill areas, a decrease in the number of traditional craft workers, and a maintenance of existing levels in other areas.

With the growth of new technology within the Executive Branch, the Office of Personnel Management has drafted new standards for the classification of General Service Machine Operator Series. These new standards are to replace the Wage Grade Series with the General Schedule Pay Series, which will affect the federal printing and reproduction system. Several government printing managers fear that with this change they could lose employees to private industry because of a lack of financial incentives.

If current trends continue there will be less need for the traditional craft skills and a greater need for skills associated with information technology. While some positions may require a lower skill level, other positions will require significantly higher skills. The input end of the graphic arts field may gravitate towards information specialists, while the press/reproduction and binding areas may remain in traditional printing and lithographic series.

A. AT THE GOVERNMENT PRINTING OFFICE

In 1976, there were 11,332 printing and binding craftsmen employed in Federal agencies, of which 3,477 were employed at GPO. Over the past several years, GPO has been taking advantage of new technologies, particularly in the areas of electronic photocomposition, letterpress platemaking and offset platemaking. Craftspersons working in these and other sections at GPO will be affected.

Electronic photocomposition, or computer assisted photocomposition, is being aggressively pursued to save both production time and money. Since its introduction in the GPO more than a decade ago, its use has been constantly accelerating because of the expanding capabilities of the equipment and increasing cost savings. Hot metal machine operators and compositors have been retrained as photocomposition operators, computer programmers, systems analysts and film specialists. This training is in accordance with labor-management agreements. The GPO is receiving more composition in machine-readable form or converted to machine-readable copy in the form of tape, disc, or scannable manuscript; the result is a decline in the use of hot-metal composition. In fact, by 1982, GPO estimates a 90-percent reduction in use of hot-metal typesetting techniques.

The committee heard examples of how private sector employers and labor unions have dealt with the problems caused by new technology. There are members of the Advisory Committee who feel that title 44 should address the role of the government in dealing with the effects of new technology, especially the impact on the labor force.

The Advisory Committee discussed the possible integration of Section 305 of title 44 (Kiess Act) and its relationship to title VII of the Civil Service Reform Act. This integration may better enable GPO and the labor unions to address the transitional and long-term issues of new technology.

III. COST-EFFECTIVENESS OF NEW TECHNOLOGY

For the Congress to determine cost-effective trends in automation and new technology, the exact costs of the federal printing and distribution system must be identified. Factors which affect the cost-effectiveness of technology (e.g., speed, quality, function, user's convenience, compatibility of components and labor) are applied with other factors when deciding on an appropriate process or piece of equipment. Generally, the ability to capture and edit original keystrokes at their source, the use of micrographics, and the use of video terminals for data retrieval are examples of technology developments which could result in considerable savings. In addition, automated composition of publications from centralized full text data bases tend to lower cost, improve quality, reliability and promptness; to a lesser degree, projection and laser platemaking may reduce cost.

These and other trends in technology will affect the federal printing and distribution system. For example, new technology involved with four color process printing (scanners and automatic ink control) has less of an impact at GPO than does electronic photocomposition since it produces less color than composition. Generally, those technologies aimed at labor intensive areas (composing, binding and distributing) in the print process have the greatest impact at GPO. In the press area, reduction in makeready is more important than impressions per hour because press speeds are relatively advanced.

A. COMPATIBILITY AND STANDARDS

For the effective use of certain technology, it is necessary to develop economic and efficient government-wide standards. A number of organizations are responsible for developing standards, e.g., the National Bureau of Standards in the Department of Commerce establishes federal information processing standards; the National Communications Systems establishes data transmission and telecommunications type standards.

The Government Printing Office has elected to follow Federal Information Processing (FIP) standards, all of the American Standards Code for Information Interchange (ASCII) standards, and other standards adopted and used throughout the federal sector. It is noted that magnetic tape specifications already exist and may be sufficiently standardized to offer a means of obtaining compatibility of equipment and data. However, it may be advantageous if storage media formats were standardized, developing a definite structure for character identification and function codes on media, e.g., floppy discs, magnetic tape cassettes and cartridges. With the use of word processors, there arise compatibility problems of transmission speed, control functions and character identification. The lack of standards in these areas may inhibit the use of new technologies.

In addition, a standard may be needed in the exchange of Federal data bases; such a full text data base is currently operational at GPO. This data base is generically structured, i.e., it can be used in different types of communication systems. The GPO has recently captured the entire data bases for the *United States Code* and for the *Code of Federal Regulations* in this system. Full text data bases in Federal agencies serve many functions, and composition of a full text data base is becoming one of the by-products of the central data base.

The Advisory Committee also heard concerns that use by federal agencies of new technology will effect competition in the private sector. Among the approaches suggested to the committee to help guarantee competition are: (1) The use of standards for equipment to insure compatibility between various systems and types of equipment (assuming that if Government uses a specific system or systems, private industry may easily provide the means to translate), (2) the education of executive agencies to the problem, and (3) the continuation of JCP policy for maintenance of a broad base of private sector competition, particularly through providing adequate specifications for firms bidding on GPO work.

IV. TECHNOLOGICAL TRENDS

A number of technological trends affect the government's printing, procurement and distribution system and should be considered in any evaluation of the impact of technology in the future:

(1) Transition in printing from a craft to a manufacturing operation, with the eventual elimination of the medium-sized printer;

(2) Disappearance of conventional craft lines (e.g., the line between duplicating and printing, and between typing and composing);

(3) Transition from use of traditional to "intelligent" copiers, with line between "copying," "duplicating" and "printing" becoming technologically indistinguishable.

(4) Tendency for the flow of technology through the printing industry to be in the same order as copy flows through the printing industry (i.e., technology will have the greatest impact on composing functions, less of an impact of platemaking, less of an impact on the actual reproduction of printed words, and the least impact on the finishing of the printed word);

(5) Photocomposition is a maturing technology (the Graphic Arts Technical Foundation listed 38 manufactured photocomposition devices in 1976, and there were 45 such devices in 1978);

(6) Hot metal composition is disappearing rapidly, particularly in the printing of newspapers;

(7) Lithographic films and the printing plate may be eliminated in the printing process by direct-to-paper devices (e.g., Xerox 9700);

(8) There are limitations on the use of new technologies (e.g., some new technology is not profitable because of the work loads required to justify the capital investment, and people may resist change to the use of new technology);

(9) Computerization of the press is helping to reduce variations in color, to control roll tension, and to carry out splicing automatically. (Note: The general trend in speed of the press is to remain about the same; the trend in size is to smaller units, the use of rotogravure and web offset printing will continue to grow rapidly, resulting in faster/cheaper printing devices.);

(10) Paper will continue to be the most familiar imaging substrate, because of convenience, tradition, and cost of the alternates.

(11) The alternates to paper as an imaging product are primarily micrographics, video display terminals and electronic storage devices. Note: Micrographics represents about 1 percent of the volume of printing, and is growing about three times as fast; video display terminals could have a large impact upon access to information contained in telephone books, and for use by schools and hospitals; and electronic storage devices, including magnetic tapes and discs, are becoming more often a part of the printing process.

V. Policy Questions

A. PLANNING FOR THE USE OF TECHNOLOGY BY GOVERNMENT

1. Should the government plan for the use of new technology in the printing, procurement and dissemination system, e.g., the use of communication satellites to link procurement and production operations?

2. What provisions for use of technology should be included in title 44?

3. Should title 44 place any limitation on an agency's ability to take advantage of cost-effective technology?

4. Recognizing the trend to capture more original input data at the author's location, should the government plan for its impact on the printing/publishing cycle, including the impact on manpower and competition?

5. Should there be a Federal Clearinghouse for Technology to provide guidance and establish standards for technology use by government?

6. Should the Congress establish a Commission on Printing Technology to advise the Joint Committee on Printing on definitions, including e.g., "printing" and "duplication"?

B. TECHNOLOGY AND LABOR

1. Should the Government have an obligation to retrain and/or reassign workers displaced by new printing technology?

2. Should government employees working in new technologies (e.g., micrographics, word processing) be classified under craft or Civil Service schedules?

3. Should labor and management be given the authority to negotiate working conditions, wages, fringe benefits, etc., under a single title by integrating section 305 of title 44 and title VII of the Civil Service Reform Act?

C. STANDARDS AND COMPATIBILITY OF COMPONENTS

1. Should the Federal government improve its technological capability in the storage, indexing, and related efforts to make various types of information more readily accessible to the public?

2. Should all Federal agencies be required to use the GPO system when composing data contained in a full text data base?

3. Should agencies be encouraged to develop data bases which are flexible and adaptable to various types of equipment for use by all parts of government and the private sector?

4. Should the Federal government create and maintain any full text data base with function codes which limit its use to a specific system or output device?

5. Should title 44 contain any technical standards?

6. Should title 44 facilitate the voluntary compliance by government with relevant nationally adopted technical standards, e.g., the American National Standards Institute and the National Bureau of Standards?

TITLE 44

1. Because of rapid changes in technology, should title 44 be written to allow policy makers to have the widest possible leeway in defining "printing"?

2. Should a definition of printing be in the Regulations or in title 44?

3. Should title 44 specifically include copying and duplicating technologies?

4. Should title 44 contain a process or procedure for amending the definition of "printing"?

CHAPTER IV. ACCESS TO AND DISTRIBUTION OF GOVERNMENT INFORMATION

This chapter focuses on the public's right of access to government information and the efficiency of the government's distribution systems. The Advisory Committee considered these issues and those following as essential to any review of title 44:

(1) the role of government in providing access to its information and the specific types of information to be disseminated;

(2) the diversity and operation of the dissemination systems which provide direct and indirect access to government information;

(3) the public's right to free access to government information, and the need for protection from government propaganda;

(4) the specific types of bibliographic systems which serve as access tools;

(5) the role of the private sector in providing access;

(6) the usefulness of the marketplace in determining user needs; and

(7) the interrelationship between the public and private sectors, including the responsibilities of government to the private sector.

Key provisions of title 44, written in the 19th Century, do not adequately deal with modern technological advancements that relate to printing and disseminating information nor with the public's new awareness and demand for government information of all types. The policy of "open government", as embodied in the Freedom of Information Act, the Open Meeting (Sunshine) Act, the Federal Advisory Committee Act and similar laws must be accommodated within the broad framework of title 44.

The responsibility for creation and generation of information rests with each Federal agency, in consonance with its mission. Agencies are required by statute to disseminate information about their programs and regulations, as well as statistical and other technical data. In fulfilling this responsibility, agencies are, in effect, a "wholesaler" of information to interested parties, public and private. Since agencies have limited financial resources for this purpose, it is increasingly important to maximize the effect of "information dollars". This chapter will explore the strengths and weaknesses of the present systems.

There are five methods through which government information is disseminated (in addition to news media coverage):

(1) the GPO's Superintendent of Documents sales and depository library program;

(2) government information clearinghouses;

(3) individual agency mailing lists and depository programs;

(4) federal libraries; and

(5) the private commercial sector; including both independent publishers and government contractors.

The present process for access to and dissemination of government information is inefficient and too often ineffective. It permits duplication of effort and does not guarantee access to needed materials. As a result, there may be a legitimate role for a central office to coordinate and administer public information policy for the federal government.

A central information office could facilitate public access by improving existing systems, eliminating duplication of effort, and serving as an information "ombudsman" on behalf of the public. It could identify useful federal information, broaden public access, and coordinate the various federal dissemination systems. This information office should not concern itself with the contents of any publication, not interfere with an agency's production or use of information it generates. It could, however, be an important force in assuring a cohesive and standardized system to provide public access to government information.

The Advisory Committee considered whether title 44 should develop an overall federal policy governing the creation/generation, access, and dissemination to the public of government "information" in all formats and media by Federal agencies and Congress or confine its scope to government "publications", those materials specifically generated for public consumption.

Some members of the Advisory Committee believe that Congress should define and prescribe a policy of full public access to government information, indeed, a formal "Federal information policy". In considering the principles of public access to government information, "information" should not be viewed in the narrow proprietary sense that many agencies have of their own information. There is an obvious need for agencies to share information with the widest audience possible, with other government agencies and [illegible] the public. The present multiplicity of distribution systems—[illegible] GPO sales program, clearinghouses, agency sales programs, depository libraries, and the private commercial sector—have often made access by the public too diverse, too complex, and sometimes too difficult to achieve. The challenge is to develop a system of coordination which does not destroy the advantages of multiple source information dissemination systems.

I. DEFINITIONS

To facilitate its deliberations, the Advisory Committee agreed on certain frequently used terms for discussing proposed title 44 revisions. The Committee agreed to the following working definitions "for discussion purposes only."

Government Information.—"Anything compiled/generated/maintained by a governmental entity, including published material or unpublished records, electronically recorded files, films, documents, working papers, memoranda, and similar materials, whether or not it is made available to the public under title 44 of the U.S. Code, the Freedom of Information Act, through the Federal Privacy Act, the Sunshine Act, or any other law or by administrative discretion." The Advisory Committee rejected the criteria that "government information" be defined as what is generally made public versus what is generally withheld.

Government Publication.—"Any portion of government information produced by a governmental entity which is made available to the public through printing, electronic transfer, or any other form of reproduction at government expense and which is offered for public sale/rental or for free distribution." This encompasses an affirmative action by the government to make information available which is of broad public interest.

Government Document.—"A specific identifiable segment of information produced by a governmental entity which may be available to the public upon request under law or by administrative discretion, but which is not usually considered of such broad public interest so as to warrant general publication or distribution." This encompasses an identifiable portion of government information available only *upon request* and not automatically widely distributed, e.g., internal agency memoranda, letters, and working papers.

Government Printing.—"The reproduction in any form, utilizing public funds, of a portion of information produced by a governmental entity, such reproduction being performed by the Government Printing Office or its agents, by the governmental entity itself, or by a contractor with either (usually, but not necessarily, offered for sale or for free distribution to the public)."

Public Access.—"Any proper method by which the general public may examine, reproduce, or otherwise obtain access to information produced by a governmental entity." This definition encompasses any information (printed, microform, and electronic) of the government (executive, judicial and legislative) made available to the public.

II. GPO's SUPERINTENDENT OF DOCUMENTS

The Superintendent of Documents (SUP/DOCS) supervises the Documents Sales Service, the Library and Statutory Distribution Service and the Documents Support Service, and manages seven primary programs. They are:

(1) general sales;
(2) special sales;
(3) distribution of documents to depository libraries;
(4) cataloging and indexing;
(5) by-law distribution of documents;
(6) free consumer information distribution; and
(7) reimbursable distribution for other Federal agencies.

The GPO, under contract with the Smithsonian Institution, is also responsible for operating the International Exchange Program.

In fiscal year 1978, SUP/DOCS operated on a $67 million budget of which $22 million was covered by Congressional appropriations which funded the depository library program, special sales, and cataloging and indexing, and by-law distribution program. All general sales (retail and wholesale bookselling) expenses, however, were funded from the revenue received.

SUP/DOCS annually distributes over 148 million publications, operates 26 bookstores, and maintains one of the largest mail order services in the world, including 416 subscription titles. The SUP/DOC library cataloged 49,978 separate publications in 1978.

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A. DOCUMENTS SALES SERVICE (DSS)

The DSS is the bookselling arm of GPO and has responsibility for all aspects of document sales, including:

(1) Determination of which document titles will be sold;
(2) Procurement of sufficient quantities of the documents from GPO;
(3) Storage and inventory of sales documents;
(4) Operation of the mail order fulfillment service;
(5) Operation of GPO bookstores;
(6) Maintenance of computerized sales catalog; and
(7) Promotion of the various documents for sale.

In fiscal year 1978, a total of $45 million worth of documents were sold by DSS from a catalog of approximately 25,000 titles.

The DSS has responsibility for the consigned agent program, GPO's 26 government bookstores throughout the country (seven of which are located in the Washington, D.C., area) and distribution of GSA free consumer information documents.

There has been a concerted effort over the past year to increase the sales volume of the bookstores by relocating them to more public accessible locations, redesigning them for more effective use of interior space, providing more up-to-date reference capability through the microfiche Publications Reference File, improving operating procedures, and increasing marketing efforts.

The DSS also has responsibility for the Pueblo Distribution Center at Pueblo, Colorado. The Pueblo Center operates two programs: (1) on behalf of GSA, it distributes free Consumer Information documents; and (2) on behalf of GPO, it receives orders and distributes sales documents listed in the *Selected U.S. Government Publications* catalog.

The Consumer Information Center (CIC) of the General Services Administration reimburses GPO for the costs associated with the distribution of free Consumer Information publications. The Consumer Information Center prepares a quarterly catalog of Federal publications which are consumer oriented. For publications sold by the Superintendent of Documents, the CIC must arrange with GPO for stocking the item at the Pueblo Distribution Center before including it in the catalog. The CIC is responsible for inventory management of the other titles in the catalog, which are free to the recipient.

An average of 80,000 mail requests per week are received at the Pueblo Center. In fiscal year 1978, the Center mailed 10 million English language catalogs and 151,000 Spanish language catalogs primarily upon written request. In addition, each member of Congress is allotted 35,000 consumer information catalogs for distribution directly to his or her constituency. Finally the catalog is advertised nationally to alert additional customers of its availability.

B. LIBRARY AND STATUTORY DISTRIBUTION SERVICE (LSDS)

This unit of SUP/DOCS is comprised of three divisions, the Library Division, the Depository Distribution Division, and the Statutory Stock Distribution Division and is responsible for the following four programs:

- *Depository Library Distribution.*—The free distribution of new or revised Government publications to 1,310 libraries throughout the United States.
- *Cataloging and Indexing.*—The compilation and publishing of the Monthly Catalog of Government Publications and other documents in accordance with Sections 1710 and 1711 of title 44.
- *By-Law Distribution (Free).*—The storage and distribution of free government publications and subscription items for various Government agencies and the Congress, in accordance with specific provisions of the law. These costs are borne by appropriations to the Superintendent of Documents.
- *Reimbursable Mailings.*—The distribution of publications for Government agencies, in accordance with Section 1701 of title 44. The Superintendent of Documents is reimbursed for the costs of distribution and storage services by the agencies.

The Library Division is responsible for the classification and cataloging of all government produced publications, and for the compilation of these cataloging records into the *Monthly Catalog.* The Library Division prepares the *Numerical List* and *Schedule of Volumes of the Reports and Documents of the Congress* which contains a listing of all the reports and documents published each session by the House of Representatives and the Senate. It compiles all the publications and reports into the Serial Set. It prepares the List of Classes and the shipping lists for depository distribution and maintains the Depository Publications Reference File (DPRF), which lists every publication mailed through the depository library program for the past five years.

Two years ago, the Library Division began inputting its cataloging records into the Ohio College Library Center (OCLC) computerized cooperative cataloging system. This has benefitted thousands of library users who now have on-line access to this file. Computer tapes are generated from this data base and are used for the production of the *Monthly Catalog* in paper and computer formats. The Library of Congress sells the *Monthly Catalog* in computer format to other libraries and library networks throughout the world.

In spite of the improvements in the cataloging of publications, the library community feels that GPO is not cataloging them fast enough. The library community is also concerned that GPO is not obtaining enough government publications. One reason for this is that some agencies have not been fully cooperating in providing copies of their publications to GPO; thus the Library Division has had to rely upon librarians, friends in agencies and others to obtain some of these publications.

III. FEDERAL INFORMATION CLEARINGHOUSES

In addition to programs operated by the Superintendent of Documents, Federal agencies rely upon information clearinghouses for the collection, classification, and distribution of government information. There are approximately 300 clearinghouses in the Federal government, and the number is increasing. Among the major clearinghouses established by or in accordance with law are the National Technical Information Service (NTIS) of the Commerce Department, the Educational Resources Information Center (ERIC) of the Office of Education, and the National Criminal Justice Reference Center (NCJRC) of the Justice Department.

Most clearinghouses develop data bases by focusing upon a specific topic or program area, and are not intended to be a source of information for determining what a specific agency has published. Many of the clearinghouses collect and process both government and private sector publications.

Agencies which do not have libraries or participate in clearinghouses often have no central bibliographic control or record of the information they generate. Many agency data base collections are not a part of any public dissemination system, neither through GPO, Federal clearinghouses, nor any other system.

A. NATIONAL TECHNICAL INFORMATION SERVICE (NTIS)

Established by 15 U.S.C. 1151–1157, the National Technical Information Service's primary role is cataloging and providing public access on a full-cost recovery basis to government funded technical and scientific reports. NTIS's distribution operation is generally characterized as a "secondary distribution" source "Primary distribution" of the research product is normally accomplished by the research entity, either the government office performing the research or the private research contractor. NTIS's secondary distribution is designed to reach outside primary distribution channels to other contractors, other agencies, and the general public.

B. EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

Educational Resources Information Center, sponsored by the Office of Education, collects, abstracts, indexes, and distributes documents dealing with various aspects of educational research. This information is made available to the educational community on a full-cost recovery basis. The Center collects government and private research documents relevant to the field of education and provides access to those materials through their publications and through libraries which purchase ERIC collections. Government documents constitute about one-fifth of the material in the ERIC data base.

C. NATIONAL CRIMINAL JUSTICE REFERENCE CENTER (NCJRC)

National Criminal Justice Reference Center, established by Public Law 90–351, serves as a national and international clearinghouse for the exchange of information concerning the improvement of law enforcement and criminal justice.

IV. FEDERAL LIBRARIES

The Government operates about 2,500 Federal libraries, about 13½ percent of the nation's total libraries. They range in size from the three giant research libraries in Washington, D.C. (the Library of Congress, National Library of Medicine, and the National Agricultural Library) to one-person field libraries serving military posts.

The libraries are either part of an agency or attached to certain institutions, such as veterans hospitals and academic facilities. Some of these libraries are single-unit facilities, like the library of the Federal Home Loan Bank Board, while others have their own agency network, for example the Interior Department and the Environmental Protection Agency. These libraries were established primarily to serve the information needs of the federal departments, agencies, and institutions to which they are attached. In recent years, Congress has directed certain libraries to serve the general public. Even without this specific mandate, most federal libraries provide information to others besides their primary users. Materials are available through interlibrary loan and participation in bibliographic data bases and networking systems.

V. Bibliographic Access to Government Information

The Advisory Committee heard testimony that bibliographic control and access to government information is inadequate and that a system should be established which provides, at a minimum, a general classification and identification of information.

Many federal agencies know little of what information they have because they have no internal requirement to know what they create and publish. Although 44 U.S.C. 1902 states that "Each component of the Government shall furnish the Superintendent of Documents a list of such publications it issued during the previous month, that were obtained from sources other than the Government Printing Office", the majority of federal agencies fail to do so. This problem may have resulted from a lack of an enforcement mechanism provided in law.

The establishment of standards in indexing, cataloging, and identifying government information has been primarily voluntary. Even the minimal bibliographic standards now in effect have taken years of considerable effort to establish. The Advisory Committee recognizes a need for bibliographic standardization to minimize duplication and waste, as well as to facilitate the sharing of data. This does not mean that the variety of Federal bibliographic and dissemination systems should be eliminated.

In addition, there may be a need for a standardized means to access electronic data and data bases utilizing new and traditional technology, as well as to coordinate the various bibliographic systems within the government.

It is recognized that, in standardizing bibliographic control, methodology that works for a certain category of information may be inappropriate for another type of information, e.g. computerized data bases. The government has a responsibility to disseminate its information by prescribing standards which encourage the widest possible public access.

VI. The Private Commercial Sector

Currently, the private commercial sector is involved in collecting, classifying, cataloging, abstracting, indexing, reproducing, repackaging, and marketing government information. This activity is encouraged by the Federal government as being in the public interest. Since 1895, title 44 has permitted the sale of duplicate plates and material of any publication within the public domain to any private person or company. It is generally held that the private commercial sector should operate as freely as possible and have access to government information with minimal regulation of the information once it is generated.

The Federal government is the initial publisher of most government information, and private publishers selectively republish this information. However, the proliferation of government information has created the need for secondary publishing services, which provide "information about information" and document delivery services. Many of these secondary services have been developed in the private sector; others have been developed under Federal government auspices. Overlap and competition among these services is inevitable.

On the one hand, there is the principle that, "In a democratic free-enterprise system, the government should not compete with its citizens." (OMB Circular No. A-76 Revised, March 29, 1979). On the other hand, there is a strong obligation on the part of the government to insure that all citizens are as well informed as possible about government activities. While private publishers can be helpful in this regard, the final responsibility is that of the government, which may find it necessary to act in cases where private publishers have failed to do a job which the government considers essential to the public welfare. Balancing these two conflicting principles is a difficult task and title 44, in its present form, does not directly deal with the issue.

Occasionally, a Federal agency has chosen not to be the original publisher of information generated at government expense but has determined instead that the publication should be published by a private publisher.

Paragraph 38 of the JCP Regulations stipulates:

> When a department uses appropriated funds to create information for publication, the printing and binding of that information is subject to the provisions of Section 103 and 501 of Title 44, United States Code, and it shall not be made available to a private publisher for initial publication without the prior approval of the Joint Committee on Printing.

If federally funded information is initially published by the private sector, public access must be insured, including the requirement that the agency or the private publisher make copies of the publication available through the depository library program. There may be a need though for a regular system to provide government information to private publishers without the requirement that the JCP approve each request.

The Advisory Committee is aware of the important role of the marketplace in pricing and distributing government information. In the absence of the marketplace, the private sector would have no effective mechanism for selling its products and services, except under contract to the Government. Nor would there be any effective method for true competition between two or more suppliers of similar information services. However, some essential information which the government has an obligation to distribute is not inherently or easily marketable. Furthermore, some users do not have the funds necessary to participate effectively in the marketplace as buyers. Consequently, there are times when the government must intervene because the marketplace has failed to meet an important public need.

Another issue which the Committee considered is the question of copyright. Much government information subject to title 44 is not subject to copyright in the United States, since it is a "work of the United States Government" (as defined in the new copyright law title 17, U.S.C.). Some works which are commissioned or funded in whole or in part by the government, are subject to copyright. In addition, writings of government employees which are not prepared as part of their official duties are subject to copyright. Finally, even works of the government that are created by government employees as part of their official duties are potentially subject to copyright outside of the United States.

Some members of the Advisory Committee believe that title 44 should clarify the role of the government and that of the private sector in disseminating government information.

VII. Policy Questions

A. GOVERNMENT INFORMATION POLICY

1. Should title 44 contain policies and guidelines as to what executive departments and agencies publish (e.g., what to publish, how to publish, and how to disseminate information)?

2. Should mechanisms be used to determine in advance of government publishing what would be of sufficient interest and value to the public to warrant its cost and effort?

3. Should policies be developed which view government information as a resource to be managed in the same way government or the private commercial sector manages its personnel, fiscal, material assets?

B. DISSEMINATION SYSTEMS FOR GOVERNMENT INFORMATION

1. Should all government information be physically accessible to the public without cost through some distribution channel?

2. In addition to participating in the depository library program, should agencies continue to be allowed to use additional methods to distribute their information?

3. Should a central office coordinate the activities of all federal clearinghouses?

4. Should all federal clearinghouses be consolidated?

5. Should there be greater emphasis on using the Federal Information Centers and federal libraries as vehicles for disseminating government information to the public?

6. Should section 1701 of title 44 be amended to require an executive agency to pay its own government information distribution costs?

7. Should non-classified government information be allowed to be withdrawn from public access (e.g., the publication *Market Oriented Program Planning Study,* Mopps Report of December 1, 1977 was withdrawn from depository distribution after the Department of Energy requested GPO to advise depository librarians to destroy the report because it contained erroneous information and was being revised)?

C. ROLE OF GPO

1. Should the GPO be a distributor of information to the public, or should it only have the obligation of making information available to the various dissemination mechanisms?

2. Should title 44 require the Superintendent of Documents to catalog all federally funded information?

3. Should GPO reprint, duplicate, or make available on microfiche government publications which are out of print?

4. Should the Superintendent of Documents sell all Federal documents?

5. Should GPO and other agencies depend upon past marketing responses to determine if a publication is to be sold?

D. BIBLIOGRAPHIC CONTROL OF GOVERNMENT INFORMATION

1. Should title 44 require that non-published materials (including internal records and files) which are subject to disclosure under the Freedom of Information Act be indexed?

2. Should all government agencies be required to participate in a centralized or cooperative bibliographic system?

3. Should government establish and enforce standards for bibliographic and indexing systems of government information (e.g., Computer formats and indexing terminology)?

4. Should all libraries receive federal funds to buy bibliographic tools and government information from commercial and/or public sources?

E. PROTECTION FOR USERS OF GOVERNMENT INFORMATION

1. Should title 44 guarantee anonymity to the users of government information?

2. Should title 44 contain specific safeguards to protect the public from arbitrary actions by government agencies which seek to oversell a program?

F. ROLE OF THE PRIVATE SECTOR

1. Should there be additional governmental guidelines for private publishers' access to governmental information?

2. Under title 44 every publisher has equal access to publications printed through the GPO, should this equal access be provided to all government information?

3. Should the government encourage the development of secondary publishing in the private sector?

4. Should government clearinghouses contract with the private commercial sector to collect, classify, and distribute government information?

CHAPTER V. DEPOSITORY LIBRARY PROGRAM

To help fulfill its responsibility to inform citizens of federal programs and policies, the Congress established the Depository Library Program as chapter 19 in title 44, United States Code. This program makes government publications available without cost for use by the public in libraries across the country. The term "free use" is employed to describe the system which permits the public to have access to government information without charge.

The Advisory Committee identified the major depository library issue areas which should be considered in the revision of title 44. These issues include:

(1) The role of the Depository Library Program in providing public access to government information;

(2) the types of information to be distributed;

(3) the administration of the Depository Library Program;

(4) Federal fiscal support for the Depository Library Program; and

(5) the responsibility of Federal agencies to participate in the Depository Library Program.

Under the present law, two libraries in each Congressional District may be designated as depository libraries by Members of the House of Representatives. Additionally, each state has four at large designations to be assigned by Members of the Senate. In addition, certain other libraries may by law become a depository library through application: land-grant colleges, accredited law schools, state libraries, the highest appellate courts in each state, and executive departments and independent agencies within the Federal Government.

In May 1979, 770 academic libraries, 280 public libraries, 48 state libraries, 68 federal agency libraries, 40 state appellate court libraries, 72 law school libraries, and 34 special libraries held depository designation, a total of 1,312.

Depository libraries are authorized to receive "Government publications except those determined by their issuing components to be required for official use only, or for strictly administrative or operational purposes which have no public interest or educational value, and publications classified for reasons of national security." In addition, Section 1903 provides exemptions for "so-called cooperative publications which must necessarily be sold in order to be self-sustaining."

Most depository libraries are "Selective Depositories," i.e., they select in advance, by category or series, the government publications which would be most suitable for their libraries rather than receiving all government publications. They must retain depository publications for a minimum of five years. Two depository libraries in each state may be designated "Regional Depositories," which receive and must permanently retain all publications distributed in the depository program in either hardcopy or microform for reference service and inter-library loan within their region. These regional depository libraries serve as state-wide resource centers for government publications. Today, there are 48 regional depositories with most states having one regional depository, although seven states have none.

To make government publications available, a depository library must process and organize the material, provide space, equipment, staff, supplemental access tools, indexes, and related materials for assisting the public. Depository libraries are staffed with information specialists knowlegeable about federal government information, services, and federal officials. In addition they provide information and referral services to local, state, and federal agencies.

It was noted during the Advisory Committee hearings that depository libraries rely upon commercially published information retrieval services in addition to governmentally produced bibliographic tools to facilitate public access to government information. The publishers of these services, which typically contain both indexing and microform components, in turn rely upon the depository community as their core market. Publishers believe that the continued existence of their services depends upon the creation of policies and mechanisms designed to permit government-sponsored and privately-sponsored services to exist side-by-side.

I. ADMINISTRATION OF THE DEPOSITORY LIBRARY SYSTEM

Under Chapter 19 of title 44, the Superintendent of Documents is given administrative responsibility for the Depository Library Program. In 1978, the Government Printing Office shipped 14.5 million copies of 38,160 government titles to depository libraries. Regional depositories and any other libraries selecting complete distribution of all publications in the depository program received all 38,160 publications, which included approximately 8,000 Congressional bills and amendments. On the average, each library in the depository system received 11,600 titles, with the actual number received in each library varying according to its need for government publications.

The Library and Statutory Distribution Service of GPO consists of the Depository Distribution Division, the Library Division and the Statutory Stock Distribution Division. The Distribution Division assumes the cost of printing and distributing the publications, (FY 1978 budget $11,479,207); and the Library Division assumes the cost of administering the Depository Library Program, cataloging and classifying for the *Monthly Catalog of Government Publications*, surveying libraries, and conducting depository inspections (FY 1978 budget $1,349,549).

It cost the Congress an average of $11,000 per year for each library in the depository program, excluding the cost of classifying and cataloging the publications for the *Monthly Catalog*. The *Monthly Catalog*, the primary source of bibliographic access to the government publications found in depository libraries, is also purchased by 14,000 non-depository libraries and other subscribers. It is noted that the GPO does not maintain a central collection of depository publications for public reference use or as a backup to provide service to depository libraries.

II. Role of the Depository Program

The Depository Library Program is intended to collect and distribute publications from all branches of government, and, as such, is a major method of program information dissemination by federal departments and agencies. In addition, many agencies maintain their own distribution systems through mailing lists, their own depository programs, various sales programs and information clearinghouses. There are also Federal Information Centers which provide information and referral services on Federal Government programs. Congress has urged GSA to promote cooperation between these centers and depositories and federal libraries and to consider locating the centers in the libraries.

III. Government Publications Not Included in the Depository Program

Sections 1902 and 1903 of title 44 provide that all government publications printed at GPO or elsewhere, with few exceptions, are to be included in the depository library program. Excepted from this requirement are Government publications, determined by their issuing components to be required for official use only or for strictly administrative or operational purposes which have no public interest or educational value and publications classified for reasons of national security.

Because there is no standard or uniform process for determining what is of public interest or of educational value, many agencies interpret this exemption differently. Although 38,160 government publications were collected by the GPO and included in the depository program last year, there were thousands of publications which were not collected. Most of these were agency publications not printed by GPO and not supplied by the publishing agencies as required by sections 1902 and 1903. However, many of these publications are collected and made available for purchase through information clearinghouses or the private commercial sector.

This non-compliance with sections 1902 and 1903 may be unintentional, resulting from an agency's lack of awareness of mandatory participation in the depository library program. Non-compliance in other cases may be intentional, since agencies must sustain the cost of printing additional copies for depository distribution if the printing is not produced by or through the GPO.

The Joint Committee on Printing requires agencies to provide at least two copies of limited-production, non-GPO produced reports for listing in the *Monthly Catalog of Government Publications* and for the production of microfiche copies for depository distribution. Often, individual agencies do not have complete records of what is being printed, published, or duplicated within their agency, and therefore, find it difficult to supply their publications to the depository library program.

Other federally financed government information products frequently not distributed through the GPO's depository library program, despite their public interest value, include contract reports, cooperative publications, maps, and patents.

Many government agencies, in contracting for research/development and consultant studies, specifically permit the private contractor to copyright the results of this federally funded research. This practice often reflects the agency's own perception of the right of the general public to government information. The result of this contract procedure is that the research findings are not routinely listed in the *Monthly Catalog* and are not distributed to depository libraries. In fact, government-funded libraries and information clearinghouses often have to purchase such contract reports from private commercial sector publishers. Contract reports are often collected by information clearinghouses such as NTIS and ERIC and offered for sale. Since most contract reports are printed in limited quantities, they could be included in the GPO microfiche program.

"Cooperative publications" which must be sold in order to be self-sustaining are exempted from the depository library programs under section 1903. Many publications presently claiming exemption as cooperative publications are not wholly self-sustaining, but are compiled or written at government expense and then sold to recover the cost of printing.

The U.S. Geological Survey and the Patent Office are authorized by law to operate their own distribution programs of maps and patents respectively. However, they have no exemption from *Monthly Catalog* listing or from the depository program, yet these materials are seldom provided for inclusion in either program.

Non-print government information products, such as audio-visual films, film-strips, and computer data banks, are also not included in the depository program. Information which in the past would have been printed is increasingly being produced in alternate non-print formats. The National Audiovisual Center, an information clearinghouse, is attempting to collect, catalog, and duplicate audiovisual materials which are popular and/or subsidized by the issuing agency. The Center is presently discussing with GPO the possibility of listing its audiovisual materials in the *Monthly Catalog;* in addition, GSA, GAO, OMB, and NTIS are interested in publicizing the existence and availability of federal data banks and computer software programs.

Many scientific and technical publications which are produced under federal research grants and contracts, or as cooperative or administrative publications, are not included in the depository library system. There is significant public interest in these publications and requests for public access to these publications through the depository library system. It should be noted that title 44 places no limitation on the dissemination of scientific information; rather it encourages dissemination through a variety of systems.

Finally, some agencies are statutorily exempted from the requirements of title 44, e.g. the Federal Reserve Board, the National Science Foundation, the Central Intelligence Agency, the Panama Canal Authority, and the Agency for International Development. Because these agencies are exempted, their publications are generally produced through non-GPO sources and are not usually included in depository library distribution.

IV. FEDERAL SUPPORT

Federal government support for the depository program is presently limited to the provision of "free" copies of government publications. The receiving library must fully support the cost of storing the publications, of processing the materials to make them available to the public, and of assisting the public in utilizing the publications. It is estimated that it costs the individual library $10 per publication for processing and servicing each publication. The depository library must purchase supplemental commercial bibliographic tools and indexes, as well as equipment such as microfiche printers and readers.

The amount invested in each library by the local community generally far exceeds the cost to the federal government of providing the publications. For example, the Detroit Public Library expends $325,000 annually to maintain its depository collection. This disparity in financial support for the depository program has created variations in the quantity and quality of service available to citizens in depository libraries because the quality of service is dependent upon local funding levels. As a result some libraries select publications based not upon citizen needs but upon local financial capability. This may be the reason for the reluctance by libraries in seven states to assume the unreimbursed cost of operating as a regional depository library.

The GPO does not have a comprehensive public information or education program to inform the public of the resources and services available in depository libraries. Individual depositories make some effort in this regard in their local communities, but little is done nationally. The Advisory Committee believes that more information about the depository library system should be given to the public and to federal agencies.

V. POLICY QUESTIONS

A. NATIONAL DEPOSITORY AGENCY

1. Should title 44 establish a National Depository Agency to administer the depository library program, collect and distribute government publications, act as a library of last resort for the public to have access to all federal publications, and to insure bibliographic access to all federal government publications?

B. INFORMATION INCLUDED IN THE DEPOSITORY LIBRARY PROGRAM

1. Should all government information be included in the depository library program?

2. Should all publications produced in whole or in part at government expense (e.g., cooperative, trust-fund, research, contract and grant publications, maps, patents and internal duplicated documents) be included in the depository library system?

3. Should "draft review" publications or publications not fully cleared by an agency be made available to depository libraries?

4. Should there be a legislative mandate with enforcement mechanisms to ensure that federal agencies provide all federally funded information to the Superintendent of Documents for the depository library program? (For example, an administrative penalty for agency head or printing officer who does not comply with the requirement to provide copies of agency publications for depository distribution).

5. Should all exemptions to Section 1902 be repealed in order to guarantee public access to government information?

6. Should all government information initially published by a private company be distributed to the depository library program?

7. Should the head of an agency have to justify to someone other than himself that a published item is internal and for operational purposes and, therefore, exempt from depository distribution?

8. Should regional depository libraries be able to select two copies of every government publication?

9. If a national Depository Collection is created, should regional depository libraries be authorized to dispose of unneeded, older publications?

10. Should a depository library in a state without a regional depository library be authorized to dispose of unneeded government publications?

C. INDIRECT AND DIRECT FISCAL SUPPORT

1. In addition to paying the cost of distributing publications to the depository system, should the Congress pay all printing costs?

2. Should the Federal government provide direct and/or indirect subsidies to depository libraries?

3. Should the Superintendent of Documents be allowed to purchase selected bibliographic products available only through the private sector for distribution to depository libraries?

4. Should a regional depository library be reimbursed by the Congress for cost of services which are in excess of those provided by non-regional depository libraries?

5. Should the federal government provide depository libraries with equipment needed to store or access information not in the traditional printed formats, e.g., microfiche readers and printers, storage cabinets and computer access equipment?

6. Should the federal government provide grants to depository libraries for the purchase of supplemental indexes, digest, and bibliographic tools needed to use government publications?

7. Should the federal government compensate depository libraries for staff time?

8. Should the federal government provide a toll-free telephone system to permit depository libraries to contact government offices in search of information requested by citizens?

D. INTERNATIONAL EXCHANGE PROGRAM

1. Should the Superintendent of Documents operate the International Exchange Program?

2. Should International Exchange Libraries be allowed to select which publications they receive?

E. MISCELLANEOUS

1. Should the Postal Rate Commission, subject to congressional approval, authorize preferential rates for GPO's mailing of depository library documents?

2. Should GSA locate the Federal Information Centers in depository libraries whenever possible?

3. Should the number of depository library designations available be increased to provide greater public access to government information?

4. Should there be a national public awareness and educational campaign to inform citizens of the depository library program?

CHAPTER VI. PRICING OF GOVERNMENT INFORMATION

The Advisory Committee discussed the issue of the "pricing of government information" as it relates to revision of title 44. A survey of current agency pricing practices discloses that, although there are policies on the pricing of information, agencies are permitted a large degree of latitude in applying these policies. These policies are included in title 44 and a number of enabling statutes which affect the dissemination and pricing of government information. The existence of several statutes addressing similar issues has created some confusion for federal agencies. The existence of different pricing systems also results from the lack of agreement on the role of the Government in providing information to the public.

Congress requires executive departments and agencies to disseminate information about their programs, regulations and research. Agencies disseminate such information in a variety of ways, depending upon the subject area and the intended audience. Information which is distributed for free is most frequently disseminated via libraries, "give away" programs, and by the Consumer Information Center in Pueblo, Colorado. The agency pays for this distribution with appropriated funds. Agencies also sell a great deal of information, primarily through the GPO. In these instances, the agency will pay via appropriated funds for all costs, including research, writing, editing, design, graphics, typesetting, and the initial press run. Service organizations (e.g., GPO, NTIS, and ERIC) will then pay to print additional copies and sell them to the public.

Agreement that information should be sold does not mean agreement as to the price to be charged. There are conflicting views as to how prices should be set, and who should sell government information. One point of view holds that sales programs should be financially self-sustaining, and prices adjusted to whatever levels are necessary to maintain the sales program on that basis. Another point of view is that the price of a publication should be no higher than the cost of producing and distributing that publication. Yet another point of view believes that low prices should be maintained through subsidies in order to increase the availability of government information.

In order to provide background information concerning pricing systems, the committee requested that explanations of the current pricing systems be submitted for study. Material was received from GPO, Department of Energy, Educational Research Information Center, General Accounting Office, Defense Documentation Center, National Library of Medicine, National Technical Information Center, National Ocean Survey, Bureau of the Census, and United States Geological Survey.

As a result of the Committee's work, the following issues were identified as major areas to be considered in any revision of title 44:

(1) the overall role of the Federal government in pricing its information, including pricing alternatives (without direct cost to the user versus full or partial cost recovery);

(2) the role of the private sector in disseminating and marketing government information, including specifically the role of the "marketplace";

(3) the competing methods and systems of pricing government information inside and outside government, between different units of the government and between the government and the private sector; and

(4) the relationship between the public and private sectors in disseminating government information.

The remainder of the chapter is devoted to describing and analyzing the variety of pricing systems and raising for consideration a number of crucial policy questions.

I. GPO PRICING SYSTEMS

A. SALES PROGRAM

Government publications are sold by GPO through: (1) mail order and pick-up operations in a central office in Washington, D.C., distribution centers in Pueblo, Colorado, and in Laurel, Maryland; (2) 26 GPO bookstores; (3) a number of commercial bookstores (e.g. Walden Books in New York City operates a "Government Corner"); and (4) consigned agents in other government agencies.

Two programs are operated for the sale of publications produced by or through GPO:

1. *General sales program.*—This is a self-sustaining program through which publications are offered for sale to the public by the Superintendent of Documents at a price based upon the "cost as determined by the Public Printer plus 50 percent" (44 USC 1708). Sales receipts fund all of the expenses of this program. The success of the funding procedure depends on the ability of the program to operate at or above the point at which revenue exceeds costs.

2. *Special sales program.*—This is a subsidized program through which GPO sells those publications whose prices are not controlled by the Public Printer, either because external constraints prevent him from independently exercising his pricing authority over the titles or because the prices are established by other provisions of the *United States Code*. The Special Sales Program covers the sale of publications such as the *Congressional Record*, the *Federal Register*, and the *Presidential Papers*. Documents in this program are those which Congress has explicitly identified as being in the public interest to be sold at a price less than the cost of publication. Until the sales program was divided into two sections, losses from the sale of these publications distorted the overall financial condition of the sales program.

GPO sells publications in whatever format, paper or microfiche, the agency initiates. An inventory of about 26,000 titles is maintained by GPO and each year about 3,000 titles are deleted, and approximately 3,000 new titles are added. Additionaly, GPO reprints about 3,000 titles each year which are already in the sales inventory.

GPO does not sell all publications printed at or through GPO. Rather, it selects for sale those publications which it believes are of public interest and will sell. Although GPO cooperates with the publishing agency on making its decision, the final decision is made by GPO. If GPO decides not to sell a publication, the agency must find some other way to disseminate it.

Some agencies feel that they should completely control the determination as to whether a publication is offered for sale and how long it is to be marketed, because whether or not a publication is sold directly affects public access. In some cases, a publication may become inaccessible to the public if it is not sold by GPO. Since agencies have vested interests in programs they administer, they would prefer as much control as possible. However, GPO is hesitant to place all agency publications on sale so long as GPO must absorb the loss if there is insufficient demand.

Some Advisory Committee members feel consideration should be given to a policy permitting agencies to decide that more or all of their publications would be sold by GPO with the condition that the agencies would absorb the cost of a substantial portion of the unsalable inventory after a reasonable period of time.

B. AUTHORITY TO DETERMINE COSTS

Under title 44, section 1708, authority to determine the price at which publications will be sold and what constitutes "cost" resides with the Public Printer. Throughout GPO's history, cost has been defined differently by the Public Printers resulting in various pricing formulas.

Congress changed the law in 1977, directing GPO to retain the receipts from the sale of publications and utilize its revolving fund to cover the costs of the sales program. The receipts of sales no longer go back to the Treasury unless they exceed all program costs. This change in the law did not resolve the issue of the 50 percent surcharge.

C. FINANCIAL PHILOSOPHY

The financial philosophy under which the Document Sales Program has operated for many years is that it should break even and possibly make a profit in the process. For a number of years, the performance of the Document Sales Program upheld this philosophy, with sales revenues exceeding total operating costs. However, in 1972, and subsequent years, net revenue from publication sales was substantially less than the total appropriations for the program. In order to restore the sales program to a self-sustaining status, price increases and pricing revisions were instituted by the Public Printer.

The basic cause of the sales program losses can initially be attributed to large increases in program costs. Sales program costs between fiscal years 1968, and 1977, increased by approximately $30 million, or 207 percent. Of this total increase 15.9 percent was due to increases in the cost of publications and 84.1 percent due to increases in distribution costs.

Although there were substantial increases in all of the cost components of the documents sales program, the largest occurred in the cost of postage which reached $14 million by 1976. This accounted for approximately 34.5 percent of the total increase in distribution costs; the remaining 65.5 percent were salary increases.

The Postal Reorganization Act Public Law 91-375 requires that government agencies pay full unsubsidized rates because the option of receiving additional appropriations to cover such deficiencies was no longer available to the Postal Service. Since that subsidy was no longer available, GPO was required to pay $13 million more in postage costs in 1972, than in 1971.

D. PRICING FORMULA

1. Pricing categories and characteristics.—The pricing of publications for the General Sales Program involves a process whereby each publication produced within GPO or procured externally is earmarked depending upon several distinctive features analogous to every publication, e.g., size, type of binding, and paper. The following chart contains *GPO Pricing Categories and Characteristics*. Each category is further subdivided according to a range of customary pages per publication, beginning at 4 pages and continuing in 4 page increments to 512 pages. Associated with each 4 page interval is the suggested selling price. By identifying distinguishing characteristics, a publication can readily be associated with a suggested selling price. This compilation of suggested selling prices is called the "Document Scale of Prices".

GPO PRICING CATEGORIES AND CHARACTERISTICS

Short Run—Flatbed Press

Pricing category	Paper category I	Paper category II	Self-covered stitched	Paper cover stitched or adhesive bound	Paper cover sewed	Case-bound sewed	Up to 6½ x 9½	6½ x 9½ to 8½ x 11½
1	X		X				X	
2		X	X				X	
3	X			X			X	
4		X		X			X	
5	X				X		X	
6		X			X		X	
7	X					X	X	
8		X				X	X	
9	X		X					X
10		X	X					X
11	X			X				X
12		X		X				X
13	X				X			X
14		X			X			X
15	X					X		X
16		X				X		X

Long Run—Web Press

Pricing category	Paper category I	Paper category II	Self-covered stitched	Paper cover stitched or adhesive bound	Paper cover sewed	Case-bound sewed	Up to 6½ x 9½	6½ x 9½ to 8½ x 11½
17	X		X				X	
18		X	X				X	
19	X			X			X	
20		X		X			X	
21	X				X		X	
22		X			X		X	
23	X					X	X	
24		X				X	X	
25	X		X					X
26		X	X					X
27	X			X				X
28		X		X				X
29	X				X			X
30		X			X			X
31	X					X		X
32		X				X		X

2. Document scale of prices.—The current pricing formula for the sale of publications to the public includes the following components:

Printing and binding costs (per page)

Paper costs (per page)	+
Cover costs (per cover)	+
Subtotal	
3 percent reprint charge	×
Subtotal	
Fixed costs charges	+
Subtotal	
6 percent unsalable publications charge	×
Subtotal	
50 percent per section 708 of title 44	×
Subtotal	
Postage	+
Unaltered selling price	
Add on (if necessary)	+
Unrounded selling price	
Rounded selling price	

An explanation of these components and how they are applied in the formulation process follows:

Printing and Binding Costs are established for each category within the scale. The cost of each operation and class necessary for the completion of a publication is determined from the printing and binding scale of prices. A unit (page) printing and binding cost is then accumulated for each required printing or binding process and further extended for the aggregate number of pages per individual publication.

Paper and Cover Costs are compiled and updated on a regular basis. Current contracts provide approximations of GPO's material costs and serve as a guideline in specifying unit material costs.

Reprint Charges are 3 percent of those costs associated with the above-named components. These reprint charges are then added to the pricing formula. This charge is necessary because reprints of publications out of stock or in continual demand often require a duplication of functions, primarily back-to-press charges. To recover these costs the 3 percent factor is added to every publication, whether or not the publication is a reprint. It is an arbitrary percentage determination, used only to recover an approximation of expected reprint charges.

Fixed Costs include overhead costs and other direct costs (e.g., the receipt, opening, and processing of customer orders, handling of customer complaints or inquiries, and the picking, packing, labor and shipping materials for mailing the publications), that are distributed to the sales program. They are correlated with the number of publications expected to be sold in a forecasted period to obtain a fixed unit (publication) distribution charge. The fixed costs included in the pricing formula are then distributed in an administratively expedient manner and include significant overhead costs not directly related to the processing of an order. The overhead rate applied to Documents Sales Service is approximately 20 percent.

Unsalable Publication Charges are 6 percent of the total costs associated with all the above-named components, the product of which is added to the pricing formula. The purpose of this additive is to recoup the costs associated with publications which are destroyed rather than sold to the public because they are obsolete or out of date.

50 Percent Add-On component is based on an interpretation by the Public Printer of section 1708, title 44 of the U.S. Code which states:

> The price at which additional copies of government publications are offered for sale to the public by the Superintendent of Documents shall be based on the cost as determined by the Public Printer plus 50 percent.

The size of the percentage is fixed by law at 50 percent but the factor's impact on the pricing formula is dependent upon the Public Printer's interpretation of cost. The "plus 50 percent" is interpreted to mean "plus to percent of cost," but the law does not define "cost." The 50 percent charge is applied to all elements of the formula except postage and the add-on. As of 1978, the 50 Percent Factor includes the proportionate share of all of the general overhead costs not specifically covered by the other charges including the salaries of administrative and support personnel, including those in the medical, legal, personnel, comptroller, security and other areas; warehousing costs, including receipt and storage of publications, rental of buildings; and all Data Systems computer costs for Documents.

Postage charges are presently estimated by a method that utilizes the number of pages, size, and type of cover. Using these factors, the weight of a publication can be estimated. Once the weight has been estimated, the mailing cost can be readily determined. GPO regularly compiles sample data as to the weight and distribution of what is in a package sent out from GPO.

Add-On a figure included in the final selling price as a means of recapturing the cost of publications whose prices have been administratively lowered in order to ensure that the prices appear relative to the value for publications of 4 to 48 pages. Prices for publications within this category of pages are lowered even though the Documents Scale of Prices indicates that a higher price should be charged. The estimated difference between the actual selling price and the higher, suggested selling price is added on to publications numbering over 100 pages, which are already recovering full costs according to the Document Scale of Prices. This add-on figure can range from $0.10 to $0.80.

Rounding is used in two instances. Up to $2.50, the suggested selling price will be rounded upward to the next highest $0.10 increment. Above $2.50, the rounding is in increments to the next highest $0.25.

The discounts of 25 percent to bookdealers and bookstores are made up in the formula. Bulk sales result in some lower administrative costs so presumably do not add too much to the price of other publications. Bookdealers would like to get discounts of 40 percent (a discount comparable to that in the private sector).

The Document Scale of Prices can be utilized to specify a unit price for each publication, as long as the publication's specifications comply with the scale. The scale has automatically and routinely combined each component of the pricing formula. In the case of a publication which conforms to one of the 32 categories the suggested selling price has been predetermined and is readily available. The suggested selling price is then forwarded to Superintendent of Documents for review. The price is not fixed, however, and can be altered if the Superintendent of Documents ascertains that, in light of past sales history or knowledge of the market, the publication will not sell or will not measure up to the desired level of distribution.

The application of this GPO pricing formula is illustrated by the following two titles:

1. *Quality Criteria For Water*—Stock No. 055-001-01049-4
   Number of pages—272.
   Paper type—100 lb. offset.
   Binding—adhesive.
   Number of copies printed—10,000 + 7,147.
   Sold—6,031.
   Primary Audience: Environmental Organizations.

Printing/Binding	$0.76
3 percent reprint factor (.03 × .76)	.02
Fixed costs charge	.67
6 percent unsalable factor (.06 × 1.45)	.09
50 percent factor (.50 × 1.54)	.77
Postage	.59
Add-on	.50
Unrounded total	3.40
Rounded selling price	3.50

2. *Criminal Justice Alternatives for Disposition of Drug Abuse*—Stock No. 017-024-00770-6
   Number of pages—60.
   Paper type—100 offset.
   Binding—saddle.
   Number of copies printed—2,500.
   Sold—360.
   Primary audience: Law Enforcement Personnel.

Printing/Binding	$0.36
3 percent reprint factor (.03 × .36)	.01
Fixed costs charge	.67
6 percent unsalable factor .06 × 1.04	.06
50 percent factor (.50 × 1.10)	.55
Postage	.53
Add-on	.10
Unrounded total	2.28
Rounded selling price	2.30

E. ALTERNATE PRICING METHODS

Publications which do not coincide with the Scale of Prices, such as publications over 512 pages, require a different approach. In this case, a printing specialist must accumulate all printing and binding costs using the GPO Scale of Prices. Manual calculations of reprint costs, unsalable costs, and handling charges are consolidated into the formula as well as postage costs, add-on, and profit factors. Publications in this category may also possess special color work, dividers, covers, or mailing cartons which do not have predetermined cost recovery and sales price formulas. The prices of these publications must be developed step by step using the same elements of cost as discussed with the Document Scale and Prices.

Publications which are produced outside of GPO are not always priced according to the cost charged by the contractor. If the procured document's specifications match a category in the Scale of Prices, this will become the basis for a suggested selling price even if it was produced at a lower cost. Therefore this procedure provides an additional increment of "profit" which may be a justification for SUP/DOC to lower the suggested selling price.

By utilizing a similar pricing approach for publications procured and produced in-house, GPO offers them for sale to the public at similar prices. Indeed, the situation could arise at a later date when a procured publication is reprinted internally at regular cost. Publications which do not fit into the scale are priced according to the basis of contractor's cost plus the customary handling, postage, and profit factors.

II. SELECTED AGENCY PRICING SYSTEMS

A select number of agencies were asked to give statements on their pricing system and formula. An attempt was made to obtain pricing formula for a variety of formats, e.g., publications, maps, microfiche, and on line computer services.

A. DEPARTMENT OF COMMERCE

1. Bureau of Census

The current pricing formula was approved by the Office of Publications, Department of Commerce, on May 10, 1976, and is being reviewed by the Bureau. The elements of the total price of each printed document sold by the Bureau of Census are:

> *Overrun printing prices.*—Printing costs are based on prices published in the *Schedule of Prices* issued by the Office of Publications, Department of Commerce. These prices are used because most of the publications priced and sold by the Bureau of the Census are printed by the Department of Commerce.
>
> *Postage* charge for First Class Mail.
>
> *Handling charge* of 7¢ for each report. This item is based on the handling charge used by the Superintendent of Documents for self-mailer documents.

2. National Ocean Survey (NOS)

The prices established for navigational charts and related publications of the NOS are in accordance with title 44 USC 1307. This statute directs that "the charges published by the NOS shall be sold at cost of paper and printing as nearly as practicable." It goes on to identify specific reproduction activities (beyond original cartography), postage, distribution and overhead costs for inclusion into the price. Furthermore, the Secretary of Commerce must publish the prices, at least annually, at which these products are to be sold to the public.

All receipts generated by the sale of these products are deposited into a separate account which is used to pay the costs incurred in producing these charts and to make advances to appropriated fund accounts which may initially bear associated costs. This is done in compliance with the terms of P.L. 91-412, which specifically authorizes the Department of Commerce to establish such accounts for this purpose. Revenues collected are related to several customer categories. Chart sales directly to the public are at full published prices; however, the NOS enters into contract with chart sales agents throughout the U.S. and abroad, in order to provide local service to the public. Agents purchase charts at a discount from the published price; Federal Agencies are also charged a discounted price based on pre-established quantity requirements.

During the periodic price review exercises, each product is examined in view of actual and anticipated costs for allowable production, distribution, and overhead expenses. As a result of this analysis, prices are set on a product-by-product basis. Although these prices do not allow for a profit margin, a minimum revenue residual is carried forward as a contingency factor. This is because the NOS bears the complete risk of the sales program, without participation by the Government Printing Office or appropriated fund support.

3. National Technical Information Service (NTIS)

The products and services of the NTIS are priced to permit full recovery of essentially all NTIS costs, including the cost of information acquisition, processing, printing, marketing, and dissemination. In addition, all overhead costs, including space rental and utilities, are recovered. Directly appropriated funds associated with the information programs of NTIS are less than 2 percent of the NTIS budget.

NTIS technical reports in microfiche form available on demand are priced at $3 per report. Automatic microfiche distributed on a subscription basis in accordance with a customer's preestablished profile is priced at $0.65 per report.

NTIS technical reports in paper copy form are priced on the basis of the number of pages in the report. Reports in the 1 to 25 page range are priced at $4. Reports in the 476 to 500 page range are priced at $15. A typical 125-page report is priced at $6.50. A detailed price schedule for NTIS technical reports is shown in Table 1.

A comparison of NTIS document sales prices with the prices of the publications sold by the Government Printing Office, the Library of Congress, and the ERIC system are shown in Table 2. The GPO prices shown are approximations since GPO document prices are not strictly a function of the number of pages in the document.

The difference between GPO and NTIS prices results from the basic operating differences between GPO and NTIS. NTIS sells an average of 15 paper copies of each report title, often producing the copy by single copy on demand reproduction techniques. GPO sells hunderds, thousands, or even tens of thousands of copies per title using more economical volume printing techniques. NTIS also normally bears the full costs of document reproduction, while GPO normally bears only the incremental costs of printing the additional sales copies.

NTIS, with its 70,000 new titles each year, is a specialty Government publisher providing public access to an extremely large number of titles which, because of their limited public interest, cannot normally be reproduced by high volume, low cost printing techniques. NTIS pricing is designed to recover the full costs of this type operation.

TABLE 1.—NATIONAL TECHNICAL INFORMATION SERVICE CODE SCHEDULE A, STANDARD PRICE SCHEDULE

Price code	Page range	Domestic
A01	Microfiche	$3.00
A02	001-025	4.00
A03	026-050	4.50
A04	051-075	5.25
A05	076-100	6.00
A06	101-125	6.50
A07	126-150	7.25
A08	151-175	8.00
A09	176-200	9.00
A10	201-225	9.25
A11	226-250	9.50
A12	251-275	10.75
A13	276-300	11.00
A14	301-325	11.75
A15	326-350	12.00
A16	351-375	12.50
A17	376-400	13.00
A18	401-425	13.25
A19	426-450	14.00
A20	451-475	14.50
A21	476-500	15.00
A22	501-525	15.25
A23	526-550	15.50
A24	551-575	16.25
A25	576-600	16.50
A99	601-up	[1]

[1] Add $2.50 for each additional 100-page increment from 601 pages up.

TABLE 2.—GOVERNMENT DOCUMENT SALES PRICES COMPARISON, (GPO, NTIS, Library of Congress, ERIC)—DOCUMENT SALES PRICES

Number of pages	Government Printing Office[1]	Library of Congress		NTIS	ERIC
		From paper original	From 35 mm microfilm		
25	$1.00	$7.50	$3.00	$4.00	$1.97
100	2.00	30.00	12.00	6.00	5.08
200	3.00	60.00	24.00	9.00	10.55
300	4.00	90.00	36.00	11.00	16.02
400	5.00	120.00	48.00	13.00	21.60
500	6.00	150.00	60.00	15.00	27.07
600	7.00	180.00	72.00	16.50	32.51
Minimum charge		4.00	4.00	4.00	1.97
Price per page	[2].027	.30	.12	[2].036	[2].056

[1] GPO prices do not strictly follow the number of pages.

[2] Price per page shown is an average price.

B. DEPARTMENT OF DEFENSE (DOD)

1. Defense Documentation Center (DDC)

In 1968, Office of the Secretary of Defense established a pricing policy for DDC that would achieve certain management objectives, while at the same time not discouraging the effective utilization of completed research which required the investment of billions of research and development dollars.

The pricing policy is also structured to encourage the user to request the type copy most cost beneficial to DOD. DOD organizations and its contractors are charged $3 for individually requested paper copy, $0.95 for individually requested microfiche and $0.35 for microfiche distributed automatically, based on subject content, as reports are received. Any organization or individual not working in direct support of the DOD mission, must buy these reports from the National Technical Information Service at their prices. However, Members of Congress, the Secretary and Under Secretaries of Defense are not charged.

C. DEPARTMENT OF ENERGY (DOE)

Dissemination of DOE microfiche to DOE standard distribution addresses is accomplished by means of a small business microforms duplicating contract for report sales and distribution. The costs of manufacture and official distribution of microfiched R&D reports is shared by all recipients of the lowest price available under contract. All master microfiche becomes the property of DOE, and all classified and controlled distribution microfiche (limited duplication and availability) are produced and distributed at no additional cost to the Technical Information Center (TIC).

Cost to TIC under the contract is limited to building and utility expenses (contractor operates within the TIC premises for purposes of control) plus the cost of a limited number of sets required for official internal and exchange program needs (presently five sets). Requests from individuals or organizations that do not have a direct relationship with DoE are referred to the National Technical Information Service.

D. DEPARTMENT OF HEALTH, EDUCATION AND WELFARE

1. Education Resources Information Center (ERIC)

The ERIC Document collection currently consists of approximately 140,000 education-related reports and other materials, about one-fifth of which are U.S. Government publications. The ERIC system, which is supported by the National Institute of Education, makes reproductions of these publications (except those that are copyright and supplied only by other sources) available for purchase from the ERIC Document Reproduction Service (EDRS) either on subscriptions or on demand.

Presently, 675 organizations subscribe to the ERIC microfiche. These organizations are typically research libraries, state departments of education, or similar institutions. The cost of subscribing to the microfiche on vesicular film base is 8.7 cents per microfiche. This works out to about $160 each month to receive 1,400–1,500 new publications. A few subscribers pay the extra cost of having the microfiche on silver halide film. Silver microfiche cost 18 cents or about $350 a month.

Copies of most ERIC documents may also be purchased individually by the general public on demand in either microfiche or hard copy format. Publications of 480 or fewer pages, which fit on five microfiche, cost 83 cents plus postage. In hard copy the cost is $1.67 for the first 25 pages and increases in 25-page increments. Postage must be added to these costs. The current price schedule for on-demand orders is shown on the attached EDRS Order Form. On-demand orders must either be accompanied by an authorized purchase order or be prepaid unless the purchaser has a deposit account with EDRS. In 1978, a total of 65,902 on-demand orders were filled, of which 22,732 were for microfiche and 43,170 were for hard copy.

2. National Library of Medicine

Under Public Law 84–941 the Surgeon General:

> is authorized, after obtaining the advice and recommendations of the Board (established under section 373), to prescribe rules under which the Library will provide copies of its publications or materials, or will make available its facilities for research or its bibliographic, reference, or other services, to public and private agencies and organizations, institutions, and individuals. Such rules may provide for making available such publications, materials, facilities, or services (1) without charge as a public service, or (2) upon a loan, exchange, or charge basis, or (3) in appropriate circumstances, under contract arrangements made with a public or other nonprofit agency, organization, or institution.

The National Library of Medicine is committed to the development of a Bio-medical Communications Network to serve health services delivery, education and research. Terminals having access to the on-line services of NLM are usually in institutions having publication holdings to provide the delivery of identified literature. Qualified institutional users include regional medical libraries, hospitals, and so on.

User institutions must agree to pay the rates levied by NLM for the services. Since this is a government service, they must agree to adhere to NLM established maximum charges to their users or to identify in any charges levied on their uses the actual cost of the services they have used from the NLM.

The NLM prices its on-line services so as to recover these costs beyond the walls of NLM associated with the provision of the service, e.g., communications, back up computer services, and use fees for data bases from other organizations. The Director, NLM to assure effective and efficient management of the system is authorized to set prices above this level.

E. DEPARTMENT OF THE INTERIOR

1. United States Geological Survey (USGS)

The following information reflects the USGS pricing policy and user clientele for maps, open-file reports, and copies made from cartographic materials.

a. Pricing policy for maps.—Section 42 of title 43 of the *United States Code* states, in part, that "The Director of the Geological Survey is authorized and directed, on approval of the Secretary of the Interior, to dispose of the topographic and geologic maps and atlases of the United States, made and published by the Geological Survey, at such prices and under such regulations as may from time to time be fixed by him and approved by the Secretary of the Interior."

In April 1976, a "Review of Map Pricing in the U.S. Geological Survey" was completed by the Publications Division. The primary outcome of this review was the development of a pricing matrix from which the prices of most Survey maps would be established in concert with the policy of recovering all reproduction and distribution costs. In 1973, the Federal Mapping Task Force, sponsored by OMB, addressed map pricing in some detail. They recommended that the cost incurred in getting copies of these maps to the public (printing and distribution), including overhead, be recovered and, therefore, the Survey's current map pricing policy is designed to recover these costs. The pricing matrix reflects reproduction and distribution costs for maps taking into account the variables of map size (paper size), number of colors, and edition size. Each of these variables has a direct relationship to the total cost of reproduction and distribution. Prices for each topographic and thermatic map series have been developed based upon these variables.

b. Pricing policy for open-file reports and copies made from cartographic materials.—Materials appropriate for release to the open file "* * * include reports and other data of too limited interest to warrant publication in a regular series but which should be made available to the public; very early reports of an investigation; and reports in process of publication, preliminary release of which is desirable for administrative reasons or in the public interest." Copies made from cartographic materials include aerial photographs and a whole range of reproducibles such as contact prints, reductions, enlargements, and mosaics.

Public Law 206 (43 U.S.C. 45) provides that "the Director of the Geological Survey hereafter may produce and sell on a reimbursement of appropriations basis to interested persons, concerns, and institutions, copies of aerial or other photographs and mosaics that have been obtained in connection with the authorized work of the U.S. Geological Survey and photographic or photostatic reproductions of records in the official custody of the Director at such prices (not less than the estimated cost of furnishing such copies or reproductions) as the Director, with the approval of the Secretary of the Interior, may determine, the money received from such sales to be deposited in the Treasury to the credit of the appropriation then current and chargeable for the cost of furnishing copies of reproductions as herein authorized."

F. GENERAL ACCOUNTING OFFICE

Single copies of GAO reports are available free and additional copies are $1 per copy. GAO reports are also available in microfiche.

III. POLICY QUESTIONS

A. GOVERNMENT INFORMATION AS A SOCIAL GOOD

1. Should the information generated by the government be considered as an economic good to be dealt with in purely economic terms, or as a social good to be dealt with in purely social terms, or a combination of both?

2. What should be the relationship between the pricing of a publication and the social need for the information?

3. Should GPO be allowed to waive costs for a publication when it is deemed in the public interest to provide the publication free?

B. PRICING POLICY

1. Should there be a single pricing policy for all government information?

2. Should the government establish pricing and subsidy policies which maintain a marketplace for government information?

3. Should any users of government information be subsidized (e.g., small public and school libraries, and not-for-profit institutions)?

4. Should the price of a publication bear the cost of only that publication or should some publications in the sales program be priced so as to subsidize others?

5. Should some Federal publications be sold at prices below actual cost while other publications are sold at prices higher than actual cost?

6. Should the 50 percent add-on component of the GPO pricing formula be eliminated from section 1708 of title 44?

C. FULL COST RECOVERY FORMULA

1. Should the price at which an information product (publication, data base, movie, etc.) is offered for sale to the public reflect the full cost of research, writing, editing, designing, composing, printing and distributing the publication, i.e., a full cost recovery formula?

2. If a full cost recovery policy is adopted, should the originating agency, the U.S. Treasury, the GPO and/or other agency share these recovered costs, including profit?

D. PARTIAL COST RECOVERY FORMULA

1. Should the price at which an information product (publication, data base, movie, etc.) is offered for sale to the public reflect only the cost of riding the original agency print order and distributing the publications?

2. Should users of government publications be directly and/or indirectly subsidized?

3. Should the Congress, the publishing agency, the GPO, or the consumer pay for a direct or indirect subsidy?

4. Should title 44 formally recognize the right of an agency to subsidize the sale of that agency's publications through the Superintendent of Documents?

E. FEDERAL AGENCY SALES PROGRAM

1. Should publishing agencies be full partners with service agencies in setting prices, establishing sales policies, and in sharing the risks of operating a sales program?

2. Should federal agencies determine the impact of free distribution of government information on sales programs?

3. Should an information product be made permanently available once it is in an agency's sales system?

4. Should booksellers and bookstores be given a pricing discount comparable to those given by commercial publishers?

5. Should the purchaser of a publication or the government pay for the cost of indexing and listing sales titles?

APPENDIX I

COMMITTEE DISCUSSION OUTLINE

TOPIC I: THE ROLE OF THE GOVERNMENT PRINTING OFFICE

Hearing Dates: November 8 and 15, 1978

Subcommittee Members:

Gordon Andrew McKay, Joint Committee on Printing
Faye M. Padgett, Joint Committee on Printing

Topics Discussed:

- Is maximum centralization advantageous or disadvantageous? Cost-effective? Efficient? Responsive? Promotes accessibility of government information?
- Is maximum decentralization advantageous or disadvantageous? Cost-effective? Efficient? Responsive? Promotes accessibility of government information?
- How much potential printing capability should a centralized or decentralized printing authority maintain? How will this formula affect the printing authority's management and its employees?
- Federal printing procurement programs—its relationship to a centralized or decentralized printing authority? Should the volume of contract work be increased or decreased?
- Are the "separation of powers" concerns valid? Do they outweigh the benefits of a single printing authority?
- Given such fluctuating and differing work loads, is it possible to have separate legislative and separate executive printing authorities?

LIST OF OBSERVERS

William J. Barrett, Government Printing Office.
Milan Boryan, Joint Committee on Printing.
Walter DeVaughn, Government Printing Office.
Elmer Freeman, Executive Office of the President.
Henry A. Foote, Joint Committee on Printing.
Jean Fox, Department of Health, Education, and Welfare.
Joseph Gargano, Joint Committee on Printing.
Mary Alice Hedge Reszetar, National Commission on Libraries and Information Science.
Robert Jaxel, General Accounting Office.
Sara Kadic, Executive Office of the President.
John Karpovich, Department of the Navy.
Lawrence Kennedy, Joint Committee on Printing.

Elisabeth Knauff, Executive Office of the President.
Pat Kummings, McGraw-Hill.
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Eric Pomer, Department of Commerce.
Mary Prowitt, Department of Health, Education, and Welfare.
Samuel L. Saylor, Government Printing Office.
Charles M. Scott, Government Printing Office.
John A. Smith, Internal Revenue Service.

APPENDIX II

COMMITTEE DISCUSSION OUTLINE

TOPIC II: ACCESS TO AND DISTRIBUTION OF GOVERNMENT INFORMATION

Hearing Dates: November 21 and 29, 1978

Subcommittee Members:

Chairperson: William G. Phillips, House Administration Committee
James B. Adler, Information Industry Association
Kenneth Allen, Office of Management and Budget
Samuel T. Waters, Federal Library Committee
Roy C. Breimon, Joint Committee on Printing

Topics Discussed:

- Definitions of such terms as "government printing," "public access," "government information," "government publications," "government documents," and other forms of data such as tape, film, et cetera.
- What are the interrelationships between Title 44's jurisdiction over government printing and dissemination of information functions and functioning of Freedom of Information Act (5 U.S.C. 552) and Privacy Act (5 U.S.C. 552a); relationship with operation of National Technical Information Service (NTIS), the International Exchange Program, DDC, ERIC, and others.
- Should we be concerned with the development of an overall policy governing the creation/generation, use, access, and public dissemination of information in all formats and media by Federal governmental agencies? What about Congress?
- Should we mainly concern ourselves with such a policy only in a narrower sense as it affects information generated by Federal agencies with the specific purpose of "publication" in some form for public access/dissemination?
- What ingredients could be considered in the implementation of whatever government information policy is deemed in the public interest? How could we provide the mechanism to determine in advance of "publication" what would be of sufficient interest and value to the public to warrant the cost and effort?
- What are the First Amendment considerations and the public's "right to know" that are involved in the government's role in the information field and how are they related to the potential dangers of governmental propaganda?

- What should be the role of the Federal government and the role of the private sector in the dissemination/marketing of information generated by Federal agencies? How are they interrelated?
- How should costs be allocated for the creation/generation, publication, indexing, access, dissemination and use of government information?
- Should the cost of government information in its printed or otherwise published form, when sold to the public, also include the built-in costs of compilation/creation/generation of the data? What about related administrative expenses? To what extent should government subsidization be utilized in certain types of publications of general interest to larger segments of the public?
- Where is the line between government information of timely use to relatively "few members of the public (such as the type requested under the Freedom of Information Act) and the next levels of government-generated data that might be of broader interest to individual citizens, trade groups, corporations, libraries, the university community, et cetera?
- To what extent should the Federal government improve its technological capability in the storage, indexing, and related efforts to make various types of information more readily accessible and available to the public as part of the growing demands for "more open government"?
- Should there be a separate operating and coordinating agency in the Federal government to administer overall guidelines governing the public policies in the information field?
- What safeguards can be provided to minimize the dangers of propagandizing the public by Federal bureaucrats seeking to advance their own programs or points of view? What are the pros and cons about an "Information Ombudsman" to head a new government information office.
- To what extent can the present superintendant of documents sales program and the Depository Library System be utilized as mechanisms to improve the dissemination and public access to government informational material? What changes would be necessary?
- What should be the role of the Federal Information Centers program as an additional vehicle for broader dissemination and access to Federal information by the public. What would be a logical division of the types of material that could best be handled through FIC's, through augmented public information facilities at agency and departmental regional offices, through the various Federal libraries, Depository Library facilities, or other types of locally oriented outlets?
- To what extent can new technological developments be utilized to reduce costs of the publication and dissemination of various types of governmentally-produced materials? What other new

technologies are coming along that would be feasible to consider in our overall study?

- How can we assure that the "consumers" of information produced by Federal agencies have some input into the decision-making process so that such data will be more usable, more relevant to actual needs, in sufficient quantity and quality to be meaningful to the users of the information, and thus worth the public funds and manpower involved?
- What are the various techniques and methods of information dissemination now used in providing public access to government information? What should be the governmental role in standardizing such methodology?

LIST OF OBSERVERS

Esthy Adler, Congressional Information Service.
Boyd L. Alexander, House Administration Committee (HIS).
Clem Barbaza, Department of Health, Education, and Welfare.
Cynthia Barkley, Library of Congress.
Bette Beh, Department of Commerce (NTIS).
Jane Bortnick, Library of Congress.
Milan Boryan, Joint Committee on Printing.
Elizabeth Buffum, Department of Energy.
John P. Carrier, Department of the Army.
Earl G. Clement, Government Printing Office.
Marilyn Courtot, Office of Secretary of Senate.
William T. Deitz, Administrative Assistant to Representative Frank Thompson, Jr.
Henry A. Foote, Joint Committee on Printing.
Henry B. Freedman, George Washington University, Program of Policy Studies.
Joseph Gargano, Joint Committee on Printing.
Stuart Greenberg, Government Printing Office.
Neal Gregory, House Administration Committee.
Ed Gleiman, House Government Operations Committee.
Tony Harvey, Senate Rules and Administration Committee.
Mary Alice Hedge Reszetar, National Commission on Libraries and Information Science.
Joseph Henson, Office of Secretary of Senate.
Edith Holmes, Information World.
Murray L. Howder, Educational Research Information Center.
Robert Jaxel, General Accounting Office.
John Karpovich, Department of the Navy.
Karl Keever, Government Printing Office.
Sami Klein, Environmental Protection Agency.
Elisabeth Knauff, Executive Office of the President.
Pat Kummings, McGraw-Hill.
Don Lichty, National Aeronautics and Space Administration.
John D. Livsey, Government Printing Office.
James Lockwood, American Library Association.
Ruth Matthews, House Administration Committee.
Vi Moorhouse, Government Printing Office.
Kathryn Mendenhall, Library of Congress.

Jim Murray, Internal Revenue Service—Retired.
David Peyton, Department of Commerce (NTIA).
Franklin S. Reeder, House Administration Committee (HIS).
Larry E. Rolufs, Department of Commerce (NOAA).
Bob Schulman, Federal Design Council.
Thomas Turner, Department of Health, Education, and Welfare.
Pep Vlannes, National Aeronautics and Space Administration.
Bob Willard, Information Industry Association.

APPENDIX III

COMMITTEE DISCUSSION OUTLINE

TOPIC III: DEPOSITORY LIBRARY SYSTEM

Hearing dates: December 6 and 13, 1978

Subcommittee Members:

Chairperson: Francis Buckley, American Library Association
Bernadine Hoduski, Joint Committee on Printing
Samuel B. Scaggs, Government Printing Office
William M. Cochrane, Senate Rules and Administration Committee
Maureen Moore, Federal Library Committee
Henry Lowenstern, National Association of Government Communicators

Topics Discussed:

- Scope and extent of the present depository program.
- Is there a need for a depository program?

  What would be the ramifications if there were not one?

  To what extent does it fulfill agency responsibilities for dissemination of information and public availability?

  What should be the relationship with the Federal Information Centers and agency information dissemination programs?

  Should agencies maintain their own individual depository systems or mailing list/distribution programs?

  Should provisions for agency (by-law) distribution to libraries be incorporated into the depository system?
- Should all government information products be included in the depository program? And in what format?
  - Publications printed by or through GPO.
  - Publications printed or duplicated by agencies.
  - Contract reports.
  - Films.
  - Maps.
  - Computer data banks.
  - Patents.
  - Cooperative publications.
  - Other.
- What should be the elements of the depository library system?
  - Selective depositories.
  - Regional depositories.
  - National depository library.
  - International exchange system.
  - Federal agency depositories.

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- How should the Depository Library system be managed and operated?
  - Should all elements of the depository library system be brought under one management or should the responsibility be divided?
  - Should management responsibility reside at GPO or some other agency?
  - How can distribution of all materials which should be included in the program be assured?
  - What is the role of the private sector? Is there a benefit to competing suppliers of information to the depository program?
- What Federal government support should be provided to depository libraries?
  - "Free" publications/materials.
  - Equipment to access or store information in whatever format it is distributed—microfiche readers, printers, storage cabinets, computer terminals, etc.
  - Reimbursement for regional depository services.
  - Grants for purchase of commercial supplemental tools and services needed for effective utilization of the government resources.
  - Staff time.
  - Second copies of documents to regionals upon advance request.
  - Toll-free telephone system.
  - Public-awareness program on a national and local level.
  - Equipment for telefacsimile of information or other future delivery systems.
- How should depositories be designated?
  - Should regional depositories be involved in the designation process?
  - Should the system be enlarged to permit 3 or more designations in each Congressional district or to include all state-supported institutions of higher education?
  - Should there be special categories of designation such as state libraries, land-grant colleges, and other special designations?
- Records management and archival storage of government information.

LIST OF OBSERVERS

Esthy Adler, Congressional Information Service.
Robert Anthony, George Washington University, Program of Policy Studies.
Boyd Alexander, House Administration Committee (HIS).
Clem Barbaza, Department of Health, Education, and Welfare.
Bette Beh, Department of Commerce (NTIS).
Cliff Berg, Executive Office of the President.
Milan Boryan, Joint Committee on Printing.
George Caldwell, Library of Congress.
Jeannette Clark, Department of Health, Education, and Welfare.
Earl G. Clement, Government Printing Office.

Ben Cooper, Printing Industries of America.
Merle Fabian, Canadian Embassy Library.
Dorothy Fisk, General Accounting Office.
Jean Fox, Department of Health, Education, and Welfare.
Henry A. Foote, Joint Committee on Printing.
Henry B. Freedman, George Washington University, Program of Policy Studies.
Elmer Freeman, Executive Office of the President.
Ed Gleiman, House Government Operations Committee.
Stuart Greenberg, Government Printing Office.
Mary Alice Hedge Reszetar, National Commission on Libraries and Information Science.
Murray L. Howder, Education Research Information Center.
Robert Jaxel, General Accounting Office.
John Karpovich, Department of the Navy.
Sami Klein, Environmental Protection Agency.
Elisabeth Knauff, Executive Office of the President.
Bernard Lazorchak, Joint Committee on Printing.
Tae Moon Lee, State University of New York at Albany.
John D. Livsey, Government Printing Office.
Jim Lockwood, American Library Association.
Rex Matthews, National Aeronautics and Space Administration.
Earl Mazo, Joint Committee on Printing.
Vi Moorhouse, Government Printing Office.
James J. Murray, Internal Revenue Service—Retired.
David Peyton, Department of Commerce (NTIA).
Franklin S. Reeder, House Administration Committee (HIS).
Larry Rolufs, Department of Commerce (NOAA).
Dennis F. Straiter, Xerox Corporation.
Adrienne Thomas, National Archives.
Peter Urbach, Department of Commerce (NTIS).
Bob Willard, Information Industry Association.
Salvatore J. Zichi, Xerox Corporation.

APPENDIX IV

COMMITTEE DISCUSSION OUTLINE

TOPIC IV: IMPACT OF NEW TECHNOLOGY

Hearing dates: December 20, 1978 and January 3 (morning), 1979

Subcommittee Members:
- Chairpersons: Henry A. Foote and Bernard Lazorchak, Joint Committee on Printing
- Don McCaughan, Joint Bargaining Committee, GPO
- Harland Roby, Printing Industries of America
- David Farber, Department of Commerce
- John F. Darrow, American Paper Institute
- Thomas C. Embrey, Department of Defense

Topics Discussed:
- History of Printing.
- Forecasts and Forecasting.
- Technological Trends.
  - Photocomposition.
  - Color scanners, previewers.
  - Computerized preparation, e.g., word processing and page layout.
  - Computerization of the press.
  - Communications and communication theory.
  - Paper and its future.
- Imaging products.
  - Paper and other substrates.
  - Alternatives, e.g., micrographics, video display and electronic storage.
- The present and future printing systems.
- Automation and the effect of technology on:
  - (1) Organizations:
    - Is there a trend towards a change in the printing and publishing organization structure?
    - If so, why?
    - How will this impact the Federal Printing Program?
  - (2) Labor:
    - To what extent should the Government observe an obligation to retrain and/or reassign workers displaced by new printing technology, to avoid loss of jobs through processes other than normal attrition by death, resignation, and retirement?

- If the Wage Grade series is abolished by Office of Personnel Management, what would be the wage impact on Labor?
- What overall effect would such a change have on printing management?
- What affect will new technology have on the graphic arts labor market?
- In the long run will the number of workers increase or decrease?
- As technology of equipment advances will the skill of operators increase or decrease?
- Will workers continue to be classified in recognized printing and lithographic series or will they become information technicians of other descriptions?

(3) Compatibility of Components:

- To what extent should the problem of input/output compatibility of equipment, involving areas such as special character identification, function codes, on-line transmission speeds, and tape specifications be considered?
- Should specifications and instructions be defined for inhouse photocomposition equipment using departmental and commercial generated input to better utilize centralized services?
- What should be the interrelationship between JCP, other regulatory bodies and Executive Agencies in assessing technologies to determine what is to be within the purview of existing law?
- Should centralization be emphasized in management and technological assessment via production capacity? (a) Is there currently a duplication of effort with individual Government entities "recreating the wheel"?

(4) Cost:

- Which of the trends of automation and new technology may be considered cost effective?
- What effect will these have on the overall cost of the Federal Printing Program?
- Should any method of reproduction and limits of number of copies be based on cost comparisons?

(5) Competition:

- What will be the effect of new technology on competition? Will new technology limit the number of companies which can compete for printing procurement?
- What steps should be taken in procurement processes to assure continued competition in the face of new technology?

(6) Definition of Printing:

- How have technological developments, especially in ADP peripherals, affected Government "printing?"
- Is there a jurisdictional question which must be resolved between the provisions of the "Brooks Bill," Title 44, and the JCP regulations?
- Do past decisions regarding "intended use" have application to the existing situation?

- Should decisions be made on whether or not a process is to be used as a "substitute for printing?"
- With the introduction of "intelligent copiers" will jurisdictional questions arise as to classification as "printing" equipment or ADPE?
- Will there be a further "blurring" of functional distractions between ADP and "printing"?
- Will the impact of ADP and digitized information be extended beyond the composition, pre-press, and distribution areas?
- How has the accepted definition of printing changed?

LIST OF OBSERVERS

Esthy Adler, Congressional Information Service.
Joyce Amenta, Senate Rules and Administration Committee.
Robert Anthony, George Washington University, Program of Policy Studies.
Edward Apple, U.S. Postal Service.
Carroll Atkins, Department of Transportation.
Clem Barbaza, Department of Health, Education, and Welfare.
Bette Beh, Department of Commerce (NTIS).
William J. Beran, Defense Logistics Agency.
Charles R. Bradley, Department of the Army.
Jack Boris, International Typographical Union.
Julius S. Brown, General Accounting Office.
George Caldwell, Library of Congress.
John Cavanaugh, Government Printing Office.
Ben Cooper, Printing Industries of America.
Kathy Cudmore, Small Business Administration.
William Davis, Internal Revenue Service.
A. J. J. Delehanty, House Administration Committee (HIS).
Joseph N. D'Orsanco, Photo Data Incorporated.
George Elliott, Small Business Administration.
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Ronald Frost, Department of Justice.
Daniel S. Gacek, Department of the Navy.
Ron Gallier, A&M Corporation.
Robert A. Galpin, Department of the Treasury.
Ed Gleiman, House Government Operations Committee.
Edward J. Gondella, Department of the Army.
Fred Goodwin, Eastman Kodak Corporation.
Neal Gregory, House Administration Committee.
R. H. Houtary, Department of the Air Force.
Murray L. Howder, Education Research Information Center.
Donald R. Hunt, Sr., Department of Energy.
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W. H. Joy, Department of Justice.
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Howard Kellar, Department of Housing and Urban Development.
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Don Morrison, Compugraphic Corporation.
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Norman W. Scharpf, Printing Industries of America.
John A. Schmehl, Department of Energy.
John A. Smith, Internal Revenue Service.
Joe Stanton, Department of Agriculture.
Victor G. Stotland, Department of Labor.
Dennis Straiter, Xerox Corporation.
Gilbert W. Sturman, Department of Labor.
Ben Thein, Department of Commerce.
Peter Urbach, Department of Commerce (NTIS).
Henry Washington, Environmental Protection Agency.
Scott Watkins, Photo Data Incorporated.
O. O. White, Office of Personnel Management.
Bob Willard, Information Industry Association.
Elmo L. Wood, Government Printing Office.
Nancy Taft Wynn.
S. J. Zichi, Xerox Corporation.

APPENDIX V

COMMITTEE DISCUSSION OUTLINE

TOPIC V: ADMINISTRATION OF POLICY

Hearing dates: January 3 (afternoon), 10, and 17, 1979

Subcommittee Members:

Chairperson: Denver Dickerson, Joint Committee on Printing
Francis J. Buckley, Jr., American Library Association
James L. Cherny, Department of Defense
Henry Lowenstern, National Association of Government Communicators
Samuel B. Scaggs, Government Printing Office
William M. Cochrane, Senate Rules and Administration Committee

Topics Discussed:

- Who should establish and administer policy? Should different bodies establish and administer policy?
- Can/Should one administration govern both Congress and the Executive and the Judiciary?
- What enforcement tools are necessary to carry out established policy? Is compliance a problem?
- Is there a difference between accessing new technology and administering policy? Should they be combined under one authority?
- How broad should policy administration govern? Does it include copying and duplication? Word processing? Electronically stored data?
- Should the authority contained in section 103 of title 44, U.S.C. be expanded to include copying and duplicating as well as printing, binding, and distribution of Government publications?
- Should there be a development of definitions of what constitutes Federal printing, binding, copying, duplicating and publications included in title 44?
- Should title 44 be revised throughout to only delineate authorities and policies, which would include the requirement to delegate procedural and quantitative responsibilities?
- Should JCP or some other body have responsibility in the field of access and availability to printed material?
- Realizing that policy responsibility resides with JCP administration with the Superintendent of Documents, should consid-

eration be given to recommending a stronger legislative mandate to collect, catalogue and distribute publications?

- Accepting the fact that title 44 establishes basic policy in the area of printing, binding and distribution, what has the role of the JCP been in the interpretation/implementation of this policy? What should it be theoretically? Practically? Would, or could, any advantages be realized by establishing basic policy at the JCP level and allowing policy to be administered at the agency level with GAO oversight?
- Considering the historic role of the JCP and ignoring potential Constitutional considerations, is a central governing administration practical? Economical? Efficient?
- Accepting the necessity for general policy and program oversight, where does this role end and policy execution and administration begin? Should each branch of government be responsible for the management of its program or should this function be deferred to a central oversight authority?
- Is there a basis for an expansion of the role of the Public Printer as recommended in the PIA position? Would such a direct involvement of a legislative entity (GPO) in the administration and day to day operations of the program raise additional questions of Constitutionality? Would the imposition of an additional management layer result in operational difficulties?
- Is there currently a problem with basic compliance with the provisions of existing law? What about existing regulations (Government Printing and Binding Regualtions)?
- Has the current system of producing capacity control through equipment acquisition contributed to compliance with the Federal Printing Program? Have existing regulations encouraged compliance with OMB Circular A-76? Does the Federal Printing Program and the Congressional authorization of production facilities remove them from consideration under the provisions of A-76?
- What are the alternatives available to encourage compliance, efficiency and economy in JCP-authorized facilities? Is fiscal accountability a more logical alternative? Do existing reporting requirements provide sufficient data for overall program management? If so, how is that information processed and manipulated to provide program comparison?
- Is the role of the JCP one of program management and policy development or one of policing compliance? Can the role of GAO be expanded in the "printing" area?
- Have JCP assessments of technology and their determinations regarding purview under the law been timely? Accurate? Legal?
- Is the JCP sufficiently staffed to assess developments in the information generation and dissemination technology? If not should the staff be augmented? Should this function be specifically delegated?

- Considering the impact of technological assessment on policy and therefore its administration is there an underlying rationale supporting a central administrative function? If so, should this function be vested in the Legislative or Executive Branch of government?
- Is the extent of policy and administration totally contingent on the technologies employed or the function to be performed?
- Are current questions regarding purview based upon function or equipment?
- Is GSA within its functional jurisdiction in attempting to control certain facets of copying and duplicating? Are recent GSA determinations in conflict with established JCP policy?
- Does existing and developing ADP technology cross a multitude of functional lines requiring adjustments in the administration of policy?

LIST OF OBSERVERS

Joyce Amenta, Senate Rules and Administration Committee.
Robert Anthony, George Washington University, Program of Policy Studies.
Edward Apple, U.S. Postal Service.
Carroll Atkins, Department of Transportation.
Clem Barbaza, Department of Health, Education, and Welfare.
Edith Beh, Department of Commerce (NTIS).
Darren P. Bell, Department of Agriculture.
William J. Beran, Defense Logistics Agency.
Charles B. Bradley, Department of the Army.
Carl J. Buehler, Jr., Rocappi Division of The Lehigh Press, Incorporated.
John Cavanaugh, Government Printing Office.
Francis P. Clark, General Services Administration.
Jan Clark, Department of Health, Education, and Welfare.
Ben Cooper, Printing Industries of America.
Col. Van L. Crawford, Department of the Air Force.
Kathy Cudmore, Small Business Administration.
Gerard A. Dalsey, Department of State.
Lt. Col. Harold E. Davis, Department of the Air Force.
William W. Davis, Jr., Internal Revenue Service.
A. J. J. Delehanty, House Administration Committee (HIS).
Whit Dodson, General Services Administration.
George Elliott, Small Business Administration.
Nelson Fitton, Department of Agriculture.
Henry A. Foote, Joint Committee on Printing.
Henry B. Freedman, George Washington University, Program of Policy Studies.
Daniel S. Gacek, Department of the Navy.
Robert A. Galpin, Department of the Treasury.
Joseph Gargano, Joint Committee on Printing.
Keith E. Godsey, Government Printing Office.
Edward Gondella, Department of the Army.
Fred Goodwin, Eastman Kodak.

Jeffrey Greenhut, General Services Administration (NARS).
Neal Gregory, House Administration Committee.
Mary Alice Hedge Reszetar, National Commission on Libraries and Information Service.
Madeline M. Henderson, Department of Commerce.
Frank Alan Herch, Georgetown University Law Center.
Jaia Heymann, Drew University Library.
Stanley Hoffman, Department of the Navy.
Forest Woody Horton, Library of Congress.
Richard H. Houtary, Department of the Air Force.
Murray L. Howder, Education Research Information Center.
Donald R. Hunt, Sr., Department of Energy.
Robert Jaxel, General Accounting Office.
John Karpovich, Department of the Navy.
Howard Kellar, Department of Housing and Urban Development.
Hugh W. Kent, Jr., Internal Revenue Service.
Don Kirkwood, Xerox Corporation.
Sami W. Klein, Environmental Protection Agency.
Elisabeth S. Knauff, Executive Office of the President.
George E. Krapf, Department of Labor.
Norman J. Lane, Department of the Army.
Bernard Lazorchak, Joint Committee on Printing.
Robert Lewis, Department of Commerce.
Tom Leydon, Small Business Administration.
Donald Lichty, National Aeronautics and Space Administration.
John D. Livsey, Government Printing Office.
James Lockwood, American Library Association.
Gary L. McMullin, Department of the Treasury.
Anthony J. Malanka, Franklin Technical Society.
Albert R. Materazzi, Government Printing Office.
Clarence R. Mathews, Office of Personnel Management.
Ruth Matthews, House Administration Committee.
Thomas May, Internal Revenue Service.
Earl Mazo, Joint Committee on Printing.
R. N. Meredith, Department of the Air Force.
Edward Miller, Department of the Army.
M. Kenneth Miller, Department of Commerce.
Anita J. Moore, Department of Health, Education, and Welfare.
Vi Moorhouse, Government Printing Office.
Horace Morgan, Department of Labor.
Don Morrison, Compugraphic Corporation.
James J. Murray, Internal Revenue Service—Retired.
Patrick J. O'Driscoll, Department of the Air Force.
J. D. Phelps, Federal Trade Commission.
Franklin Reeder, House Administration Committee (HIS).
John Henry Richter, University of Michigan Library.
R. Riesel, Office of Personnel Management.
Larry Rolufs, Department of Commerce.
Judith C. Russell, Information Handling Services.
Paul Rutledge, Department of Commerce.
James Ryan, Department of Justice.
Robert S. Schlauch, Department of Housing and Urban Development.
John A. Schmehl, Department of Energy.

Robert Schulman, Federal Design Council.
Charles M. Scott, Government Printing Office.
Al Senter, Department of Agriculture.
Dennis Straiter, Xerox Corporation.
Gilbert W. Sturman, Department of Labor.
John Tebbe, Department of Commerce.
Ben Thein, Department of Commerce.
Adrienne C. Thomas, General Services Administration.
Peter Urbach, Department of Commerce (NTIS).
Henry Washington, Environmental Protection Agency.
O. O. White, Office of Personnel Management.
Elmo L. Wood, Government Printing Office.
Nancy Taft Wynn.
S. J. Zichi, Xerox Corporation.

APPENDIX VI

COMMITTEE DISCUSSION OUTLINE

TOPIC VI: PRICING OF GOVERNMENT INFORMATION

Hearing date: January 24, 1978

Subcommittee Members:

Chairperson: Bernadine Hoduski, Joint Committee on Printing
Henry Lowenstern, National Association of Government Communicators
James B. Adler, Information Industry Association
Lois Mills, American Library Association
Samuel B. Scaggs, Government Printing Office

Topics Discussed:

- Should the price at which an information product (publication, data base, movie, etc.) is offered to the public reflect the:
  - Full cost of research, writing, editing, designing, composing, printing, and distributing that publication? or
  - Only the cost of producing and distributing the additional copy (rider rate)?
- What is the legal basis for:
  - A cost recovery policy, versus
  - A policy based on charging nothing or less than cost? (How do USC Title 33, sec. 483a and OMB Circular A25 affect this policy?)
- What are the practical effects of:
  - (1) Full cost recovery:
    - All costs from creation to distribution.
    - Only the cost of producing the additional copies (rider rate).
  - (2) Partial cost recovery:
    - Part of the costs from creation to distribution.
    - Part of the cost of producing and distribution additional copies.
  - (3) Free (no direct cost to the recipient).
- What are the practical requirements for successfully implementing a cost recovery policy?
  - (1) Who should share in the recovered costs?
    - The publishing agency?
    - The treasury?
    - GPO or some other service body?
    - Should the excess be used to cover other sales program costs?
  - (2) How should the price of publications be recovered?
    - Should the price be set to recover the costs of a specific

product (eg. printed product, film, data base, etc.)
Should the price be set to recover the costs of the sales program as a whole (e.g. averaging)?
Should some publications be offered for sale at prices below their actual cost while others are priced higher than their actual cost to make up the difference?

(3) Who should bear the risks of a sales program?
The GPO or some other service agency.
The publishing agencies.
GPO and the publishing agencies.

(4) Who should decide which publications and information services are to be sold?
GPO or other service agencies.
The publishing agencies.
The consumer.
Someone else?

(5) Who should determine the length of time a publication should be available and when it should be made available?

(6) Who should determine the price?

- Should some users of government information be subsidized?
  - (1) Which users should be subsidized?
  - (2) How does the price affect public access?
  - (3) What is the relationship between the pricing of a publication and the social need for the information?
  - (4) Which method of subsidy is preferable?
    Direct.
    Indirect.
- Can government pricing policies effectively destroy an open marketplace for retrieval services dealing with government information? Should Congress consider taking steps to avoid such an eventuality?

LIST OF OBSERVERS

Joyce Amenta, Senate Rules and Administration Committee.
Robert Anthony, George Washington University, Program of Policy Studies.
Terry Appenzellar, General Accounting Office.
Carroll Atkins, Department of Transportation.
Bette Beh, Department of Commerce (NTIS).
Warren P. Bell, Department of Agriculture.
William J. Beran, Defense Logistics Agency.
Milan Boryan, Joint Committee on Printing.
Lewis Brown, U.S. Geological Survey.
George Caldwell, Library of Congress.
M. J. Cannon, Government Printing Office.
Frank S. Carey, Jr., Government Printing Office.
Kenneth G. Carney, National Library of Medicine.
Oscar K. Caroglanian, Veterans' Administration.
Walter J. Chappas, Department of Commerce.
Frances P. Clark, General Services Administration.
Jan Clark, Federal Drug Administration.
E. G. Clement, Government Printing Office.

Ben Cooper, Printing Industries of America.
Gerard A. Dalsey, Department of State.
Lt. Col. Harold E. Davis, Department of the Air Force.
William W. Davis, Jr., Internal Revenue Service.
John Doherty, Department of Commerce.
Robert W. Ellis, Department of Health, Education, and Welfare.
Henry A. Foote, Jr., Joint Committee on Printing.
Henry B. Freedman, George Washington University, Program of Policy Studies.
Nelson Fitton, Department of Agriculture.
Jackie Gans, Bureau of the Census.
Joseph Gargano, Joint Committee on Printing.
John D. Garrett, Defense Mapping Agency.
Claude W. Gifford, Department of Agriculture.
Vincent Gleason, National Park Service.
Keith E. Godsey, Government Printing Office.
Edward J. Gondella, Department of the Army.
Joffrey Greenhut, National Archives.
Neal Gregory, House Administration Committee.
Tex Griggs, Department of the Interior.
Stanley Hoffman, Department of the Navy.
Maj. Richard H. Houtary, Department of the Air Force.
John Hudak, Government Printing Office.
John Karpovich, Department of the Navy.
Karl Keever, Government Printing Office.
Hugh W. Kent, Jr., Internal Revenue Service.
Don Kirkwood, Xerox Corporation.
Sami W. Klein, Environmental Protection Agency.
Elisabeth Knauff, Executive Office of the President.
Raymond Koski, Bureau of the Census.
George E. Krapf, Department of Labor.
Norman J. Lane, Department of the Army.
Bernard G. Lazorchak, Joint Committee on Printing.
Donald Lichty, National Aeronautics and Space Administration.
Bob Lindenmuth, General Accounting Office.
John D. Livsey, Government Printing Office.
James Lockwood, American Library Association.
Peter Masters, Federal Design Council.
Earl Mazo, Joint Committee on Printing.
Stuart McCampbell, American Paper Institute.
Neil McGown, Senate Appropriations Committee.
Robert McKendry, Government Printing Office.
Edward Miller, Department of the Army.
Anita J. Moore, Department of Health, Education, and Welfare.
Vi Moorhouse, Government Printing Office.
James J. Murray, Internal Revenue Service—Retired.
Patrick J. O'Driscoll, Department of the Air Force.
David Peyton, Department of Commerce (NTIA).
Edgar Poe, Jr., Department of Agriculture.
Mary Alice Hedge Reszetar, National Commission on Libraries and Information Service.
David Reznikoff, Graphic Arts Consultant.
Eileen V. Riley, Department of Labor Library.
Larry Rolufs, Department of Commerce.

James Ryan, Department of Justice.
Frank Samay, Department of Agriculture.
Bob Schulman, Federal Design Council.
M. B. Schnapper, Public Affairs Press.
John A. Smith, Internal Revenue Service.
Otto Stoessel, Defense Mapping Agency.
Jim Templeton, Internal Revenue Service.
Bernard J. Thien, U.S. Geological Survey.
Adrienne C. Thomas, General Services Administration.
Peter Urbach, Department of Commerce (NTIS).

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BCMA Associates, Inc. *Relationships Among the National Institute of Education, Federally Funded Educational Research and Development Agencies, and Commercial Publishers*, Final Report. February 25, 1977. Done under contract No. 400-76-0086 for National Institute of Education, Wash. D.C. 1977. 200 pages.

Bona Fede, Don. "Uncle Sam: the Flimflam Man?" (*Washington Journalism Review*, v. 1, Apr.-May 1978) pp. 65-71.

Surveys the Federal Government's "massive, amorphous information and public relations network, whose arteries reach into the lowermost depths of the bureaucracy. Its function is the selling of the government, to retail, package and promote government policies, programs and personalities, and to withhold information when it is believed to be against the administration's interest." Includes a separate discussion by J. Peter Segall (p. 70-71) about the ethical problems of journalists who are former public information officers and government investigators.

Britten, Helen. "Cataloging and Classifying Documents" at Federal Documents Workshop for Region VI held at University of Houston, Jan. 9-10, 1976. (*Texas Libraries* Vol. 38, No. 2, Summer 1976) pp. 71-74.

Brownfeld, Allan C. "Operation Keelhaul." (*Human Events*, v. 31, Oct. 2, 1971) pp. 13-14, 22.

"A generation after the end of World War II, the American public has yet to find out the truth about the forced repatriation of anti-Communist Russians and others to Stalin's control against their will. One reason: the U.S. Government documents are still classified."

Buchanan, William W. "Product Planning for Document Collections" (*Illinois Libraries*, Vol. 56, No. 4., April 1974.) pp. 304-311.

Bullock, Charles S. and F. W. Steckmest, "Openness in government: sunshine or sunburn?" (*Nation's Business*, v. 66, Nov. 1978) pp. 97-102, 104.

"When does visibility cloak secret prior decisions? When does full disclosure become invasion of privacy? This article explores the parameters of running a democratic government under broad public scrutiny."

Byrne, John E. "Using the National Archives" (*Drexel Library Quarterly*, Vol. 10, No. 1 & 2, Jan.-April 1974) pp. 53-62.

Campbell, Donald T., and others. "Confidentiality—Preserving Modes of Access to Files and to Interfile Exchange for Useful Statistical Analysis. "(*Evaluation Quarterly*, v. 1, May 1977) pp. 269-300.

"The present analysis starts out by assuming the existence of administrative records and of archived statistical research data and then asks how both of these can be further used to generate nonindividual statistical products without increasing the risks to individuals that are already implicit in these existing files."

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disclosure of that information under the FOIA. [Author] * * * examines the problems presented by these cases, concludes that a congressional solution is necessary, and suggests statutory changes that would achieve a result consistent with the interests of all parties and with the purposes of the FOIA."

Chartrand, Robert L. "Congressional Management and the Use of Information Technology". (*Journal of Systems Management*, Aug. 1978, v. 29) p. 10-15.
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Chastain, Dennis R. "Security vs. Performance." (*Datamation*, v. 19, Nov. 1973) pp. 110-111, 116.
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Cohen, Richard E. " 'Information Gap' Plagues Attempt to Grapple with Growing Executive Strength." (*National Journal*, v. 5, Mar. 17, 1973) pp. 379-388.
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Cohen, Richard E. "New Privacy Law to Have Major Impact on Government Data." (*National Journal Reports*, v. 7, Jan. 4, 1975) pp. 20-22.
"Supporters of putting limits on the way government collects and uses information about individuals achieved a major goal in the last days of 1974 when Congress approved the first law providing some guarantees to an individual's right to privacy. While the measure falls short of what its most vocal advocates sought, they hope that additional safeguards eventually will follow this initial step. Individuals will bear much of the burden for seeing that the new law is effective, although the Office of Management and Budget will monitor the law."

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Dennis, Everette E. "Purloined Information as Property: a New First Amendment Challenge." (*Journalism Quarterly*, v. 50, autumn 1973) pp. 456-462, 474.
"Pentagon Papers case brought questions of defining government documents as property into focus, but Dodd case set the stage for this approach."

"Directory of Government Documents Dealers and Jobbers" (*Documents to the People* 3 September 1975) pp. 40-43.
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Dixon, Roger. *A Comparative Study of Scientific Information By Selected Government Agencies* U.S. Department of Commerce. National Bureau of Standards, Institute for Applied Technology and Clearinghouse for Federal Scientific and Technical Information. November 1966.
As of 1966 there were at least 70 agencies and departments of the U.S. Government disseminating some form of technical information. This study focused on the Atomic Energy Commission, Defense Documentation Center, and the National Aeronautics and Space Administration as they related to the Clearinghouse for Federal Scientific and Technical Information (now NTIS).

Doebler, Paul D. "Coping With the Information Explosion." (*The Information Manager*, Vol. 1, No. 1, August 1978) pp. 8-12.
Discussion of role of "information manager" in managing information.

Downey, J. A. *U.S. Federal Official Publications: The International Dimension*, New York, Pergamon, 1978. 352 pages.

Fass, Evelyn M. "Government Information Services: or of Needles and Haystacks." (*Drexel Library Quarterly*, Vol. 10, No. 1 and 2, Jan.-April, 1974) pp. 123-146.

The major indexing and abstracting services provided by the *Monthly Catalog, Government Reports Announcements, Nuclear Science Abstracts and Scientific and Technical Aerospace Reports* are described and criticized, especially with regard to adequacy of coverage. Fass, in a "flight of fantasy" outlines a new way for government to disseminate information.

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Fry, Bernard M. and Eva L. Kiewitt. "The Educational Resources Information Center: Its Legal Basis, Organization, Distribution System, Bibliographic Controls" (*Drexel Library Quarterly*, vol. 10, No. 1 and 2, Jan.-April 1974) pp. 63-78.

ERIC is different from most other models for federal information dissemination in that it includes publications other than those generated by or in the government.

Gallivan, John D. "A History of the Clearinghouse for Federal Scientific and Technical Information," A term paper in partial fulfillment for the course Seminar in Management Information and Operations Control Systems. American University. January 1967, 123 pages.

The Clearinghouse for Federal Scientific and Technical Information is now called NTIS.

"Give Us Your Perplexed, Your Baffled, Your Furious, Say Information Centers." (*Commerce Today*, v. 3, Feb. 19, 1973) pp. 20-22.

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Goldstein, Robert C. and Henry H. Seward, Richard L. Nolan, *A Methodology for Evaluating Alternative Technical and Information Management Approaches to Privacy Requirements*. [Washington] GPO. 1976. 64 pages. (U.S. National Bureau of Standards. NBS technical note 906.)

"This document presents a logical, structured method for evaluating alternative technical and information management approaches for compliance with the Privacy Act of 1974. The structured approach described in this document will allow each agency to determine its own optimum compliance techniques by: small identifying actions which must be taken to comply, and estimating the cost of these actions to see if low cost techniques are being utilized."

Goulden, Joseph C. "How the White House Sells $1.75 Books and Buys $17,200 Greek Revival Chairs." (*Washingtonian Magazine*, v. 7, July 1972) pp. 39-40, 42, 44-46, 49-50.

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Herbert, Elsie S. "How Accessible Are the Records in Government Records Centers?" (*Journalism Quarterly* 52 Spring 1975) pp. 23-29.

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Johannes, John R. *Study and Recommend: Statutory Reporting Requirements as a Technique of Legislative Initiation*. [Washington] c1974. 31 pages.

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Concludes that "requiring the President, departments, agencies, and commissions to investigate and report with recommendations is, primarily by virtue of the information generated, a very real—albeit indirect—form of congressional initiation of legislation. And it carries side benefits for all concerned. With various degrees of success, Congress can and does: (1) prod the executive, (2) receive some new proposals, (3) enhance its oversight capabilities, (4) receive and very often utilize information it would not otherwise get, (5) solidify channels of communication with the executive, and (6) meet some of the symbolic and political needs of its members while avoiding legislative deadlock." Condensed version appears in *Western Political Quarterly*, v. 29, Dec. 1976: 589-596.

Kates, Jacqueline. "Cataloging Government Technical Reports," (*Special Libraries*, 65 March 1974) pp. 121-123.

Keith, Robert. *Publications of the Federal Government Available to Members of Congress*. Library of Congress, Congressional Research Service. Feb. 10, 1977. 22 pages.

Lists publications which the law says must be sent to Congress, e.g. annual reports listed in Title 44, USC.

Kelly, Margie. *Public Records and Public Meetings*. Columbia, School of Journalism, University of Missouri, 1978. 18 pages. (Missouri. University. Freedom of Information Center. Report no. 397)

"In FOI [Freedom of Information] cases, the right of access often comes down to basic questions: What is a public record? What is a public meeting? This report offers an up-to-date look at how the different states define these terms in their access laws."

Klempner, Irving M. "Commentary on Knox, NTIS, and Special Libraries." (*Special Libraries*. August 1976.) pp. 397-400.

Klempner disagrees with Knox; Congress did not intend, when establishing NTIS, to create a fully self-sustaining agency.

Klempner, Irving M. "The Concept of National Security and its Effect on Information Transfer", (*Special Libraries*. 64 July 1973) pp. 263-269.

Kozanchuk, F. N. "The Pentagon's Press Empire. USA: Economics, Politics, Ideology, no. 9." Sept. 1973: 127-134.

Soviet writer suggests that the 1402 publications sponsored by the Dept. of Defense are used to propagandize the American people to the usefulness of militarism.

Krizay, John. "Reporting Glut: Clogging the Department's Arteries." (*Foreign Service Journal*, v. 54, Feb. 1977) pp. 22-24.

Urges changes in the reporting content and in the handling of information by the State Department's Automated Documents System. Krizay finds that State's reporting volume has long since exceeded its information requirements and that "it is now time to turn modern technology toward improvement in the quality, accessibility, and presentation of the information that is really important to the foreign affairs process."

Larogaard, Mary. "Beginner's Guide to Indexes to the Nineteenth Century U.S. Serial Set." (*Government Publications Review*, Vol. 2, No. 4, 1975) pp. 303-311

Leopold, Richard W. "The Historian and the Federal Government." (*Journal of American History*, v. 64, June 1977) pp. 5-23.

Discusses "the renewed drive for an independent National Archives, the changing focus of the National Historical Publications Commission, the continuing controversy over presidential libraries, the future course of the Library of Congress, the present state of government writing programs, the dual goal of declassification and access to archives, and the current inquiry into the ownership of papers of public officials."

Lewinson, Paul. "The Preservation of Government Publications" (*The American Archivist*, Vol. 22, No. 2, April 1959) pp. 181-188.

The author estimates that 3,000 linear feet of book and pamphlet publications are published each year by the U.S. Government. He divides publications into five classes: Acta, internal issuances, external issuances, research reports, and how-to publications. He gives suggestions on what to preserve and how to preserve it.

Lewis, Robert E. "The Timeliness of Economic Data for Forecasting from a Business User's View." Address at American Statistical Association Annual Meeting. Aug. 27, 1975.

The question of degree of satisfaction with the U.S. statistical system in disseminating its statistics on time is addressed.

Livsey, Jim. "GPO's Micropublishing Program," (*Illinois Libraries*, 58 March 1976) pp. 204-205.

Logie, Audrey. "Access to Readex Microprint U.S. Government Depository Collection", (*Government Publications Review*, Vol. 2, spring 1975) pp. 103-110.

Lowry, Roye L. "Measuring the Burden of Reporting to the Federal Government." (*Statistical Reporter*, no. 76-4, Oct. 1975) pp. 65-70.

Discusses how OMB carries out its measuring program on the burden of reporting to the Federal Government as measured by the number of reports, number of responses, and hours of reporting burden.

Lyford, Joseph P. "Journalism in Government; a Proposal." (*Center Magazine*, v. 7, July-Aug. 1974), pp. 2-7.

Advocates as a reform for better informing the government and public, "the establishment of a corps of highly qualified professional journalists inside the executive branch, who would be responsible for providing federal agencies with objective and sophisticated reporting from the field."

Lyle, J. W. "Utilizing the Superintendent of Documents System Without Reclassification," (*Library Resources and Technical Services*, Vol. 16, Fall 1972) pp. 497-499.

McBridge, E. A. and M. L. Morgan, "Guide to the Indexing of U.S. Government Periodicals," (*Special Libraries*, Vol. 67, February 1976) pp. 76-83.

Malbin, Michael J. "CRS—the Congressional Agency That Just Can't Say 'No'." (*National Journal*, v. 9, Feb. 19, 1977) pp. 284-289.

"Last year, the Congressional Research Service handled nearly 300,000 requests for information. Some were trivial; others involved months of research. All were considered important by the offices that needed the information. But critics of CRS say the agency is unnecessarily burdened by all these calls for help, and that unless it adopts a better system for determining its research priorities, Congress won't get the kind of information Members really need." Includes interviews with the Director and Acting Deputy Director.

Mather, Alma. "The Documents Expediting Project" (*Illinois Libraries*, Vol. 53, No. 6, June 1971) pp. 390-393.

Mather, Alma. "Federal documents and the Library of Congress (*Illinois Libraries*, Vol. 56, No. 4, April 1974) pp. 315-317.

How the Library handles federal documents and expansion of the Cataloging in Publication program to documents is described.

Mather, Alma. "Library of Congress: Acquiring and Cataloging Government Publications" (*Government Publications Review*, Vol. 1 Winter 1973) pp. 220-222.

Maucher, Peter. "Disclosure—Access and Distribution to the Securities and Exchange Commission Public Corporate Filings." (*Illinois Libraries* Vol. 56, No. 4, April 1974) pp. 300-304.

Moore, Timothy. "The Paperwork Papers: Now You See Them, Now You Don't." (*Potomac, Washington Post*, July 31, 1977) pp. 10-11, 21, 24-25.

Reports on the alleged supression of a report by analyst Philip Vargas "showing how the bureaucracy has manipulated the information the public receives" by the Commission on Federal Paperwork.

Morehead, Joe H. "Federal Advisory Committees and Access to Public Information: A Status Report," (*Government Publications Review*, Vol. 2 Winter 1975) pp. 1-7.

Morehead, Joe. "The Forlorn Passion of William Steiger" in Government Serials Into the Hopper (*The Serials Librarian*, Vol. 1(2), Winter 1976-77) pp. 117-124.

Discusses Representative Steiger's attempts to make the *Congressional Record* a verbatim record.

Moss, Frank E. "The Technical Information Bridge." (*Chemical Engineering Progress*, v. 70, Nov. 1974, pp. 22-25.

"There is currently no lack of technical information: what is missing are many bridges to bring the information from the producers to the general public."

Murfin, James V. "National Park Bookstores—a Network of 230 Outlets Grossing Over $9 Million." (*Publishers weekly*, v. 213, Mar. 6, 1978) pp. 68, 70, 72.

Describes the operations of the 55 National Park Service Cooperating Associations, tax-exempt educational organizations which sell books and other educational items at over 230 national park sites.

Murphy, James H. *Seeking Environmental Information*. Columbia, School of Journalism, University of Missouri, 1978. 5 pages. (Missouri. University. Freedom of Information Center. Report no. 388.)

"Judicial interpretation of the Freedom of Information Act in environmental litigation against federal agencies usually has favored nondisclosure. This report discusses how the National Environmental Policy Act has proven to be much closer to a full disclosure law in this area than the FOIA."

Myers, Judy E. "Government Documents in the Public Card Catalog: The Iceberg Surfaces" (*Government Publications Review* Vol. 5, No. 3 1978) pp. 311-314.

At the University of Houston Libraries selected U.S. Documents are entered into the public catalog. The Supt. of Documents classification number and the location are shown in the call number space. The authors contend that the growing availability of cataloging copy for documents warrants a new look at the question of documents entries in public catalogs.

Nabors, Eugene, "Legislative History and Government Documents—Another Step in Legal Research", (*Government Publications Review*, Vol. 3 Spring 1976) pp. 15-41.

Nellor, Regina A. *How to Get It—A Guide to Defense—Related Documents* Arlington, Virginia, Institute for Defense Analyses, October 1973. 325 pages.

North, Jeanne B. "Look at the New COSATI Standards For Descriptive Cataloging of Government Scientific and Technical Reports", (*Special Libraries* LVIII, October 1967) pp. 582-4.

O'Neil, James E. "Secrecy and Disclosure: The Declassification Program of the National Archives and Records Service", (*Prologue* 5 Spring 1973) pp. 43-45.

O'Neil, Robert N. "Libraries, Liberties and the First Amendment." (*University of Cincinnati Law Review*, v. 42, no. 2, 1973) pp. 209-252.

Article explores whether a prospective reader has any constitutional right to withdraw a book from a library and to read it, whether a librarian has any rights apart from the reader, and whether a library as a public institution has constitutional valid interests in withholding material that is constitutionally protected.

Ourth, Patricia B. "Monthly Catalog of United States Publications: A Key to Unlock the Storeroom of Federal Publications", (*Illinois Libraries*, 55, March 1973) pp. 214-220.

Personal Privacy in an Information Society, final report of the Privacy Protection Study Commission. Wash. D.C. GPO 1977, 638 pages.

Commission recommended improvements in the Privacy Act of 1974 to take account of the effects of computerizing Federal agency records.

Phillips, William G. "Freedom of Information Act: What It Means to Libraries", (*Government Publications Review*, Vol. 1, Winter 1973) pp. 141-146.

Pickett, Neil. "Saying 'Open Sesame' to U.S. Files. "(*National Law Journal*, v. 1, Mar. 26, 1979) pp. 14-15.

Discusses the increasing use of the provisions of the Freedom of Information Act by attorneys. Filing a request costs only the price of postage and sometimes yields surprising results. Many attorneys are now looking at FOIA—originally designed to give the general public more access to government records—as an alternative to discovery in both civil and criminal matters. Discusses concern on the part of the government over the increased use of the FOIA. Notes that some officials are pushing for curbs on the act.

Pincus, Walter. "The Incumbency Game." (*Washington Post*, Nov. 19, 1977, p. A2; Nov. 25, p. A1, A3; Dec. 10, p. A2; Dec. 23, p. A4.)

Series of articles discuss how congressional incumbents use such perquisites of office as the franking privilege, computer-generated mailing lists and free government publications to "enhance their re-election chances."

Pitt, Harvey L. and Alan B. Levenson. "Government Information: Freedom of Information Act, Sunshine Act, Privacy Act." New York, Practising Law Institute [1978] 760 p. (*Corporate Law and Practice Course Handbook Series*, No. 261)
Partial contents.—The Freedom of Information Act: scope of the Act, and of the exemptions for investigatory and internal agency materials.—A short guide to the Freedom of Information Act.—Freedom of information: protecting personal privacy interplay between FOIA and Privacy Act.—How to litigate an FOIA case.

Plesser, Ronald. "Freedom of Information Act: As Applied to Unclassified Documents," (*Government Publications Review*, Vol. 1, Winter 1973). pp. 135–139.

Plotnik, Art. "OCLC for You—and Me? A Humanized Anatomy for Beginners" (*American Libraries* May 1976). pp. 258–267.
Description of Ohio College Library Center and its computerized cataloging network. All cataloging records in the Monthly Catalog of Government Publication are entered into OCLC.

Porter, Catherine. "Factors to Consider When Cataloging and Classifying U.S. Government Documents for Law Libraries" (*Law Library Journal*, Vol. 67 February 1974). pp. 43–47.

Powell, Henry. "Federal Micropublishing Policy" presented to Federal Publishing Printing and Information Policy Institute, May 12–13, 1977 at American University. 6 pages.

"The Question of Stronger Federal Laws to Safeguard Classified Information: Pros and Cons" (*Congressional Digest* 54 November 1975), pp. 257–288.

Rea, Robert H. "The Defense Documentation Center" (*Drexel Library Quarterly*, Vol. No. 10, No. 1 and 2, Jan.-April 1974). pp. 21–38.

Relyea, Harold C. "Extending the Freedom of Information Concept." (*Presidential Studies Quarterly*, v. 8, winter 1978). pp. 96–98.
Discusses "the application of the principles and procedures of the Freedom of Information Act" to "the control, disposition, and preservation of records and documents produced by or on behalf of Federal public officials" as provided for in the Presidential Recordings and Materials Preservation Act.

Reynolds, Catherine J. "Discovering the Government Documents Collection in Libraries." (*R.Q.* Vol. 14 Spring 1975). pp. 228–231.

Reynolds, Catherine J. "Public Documents Department Microfiche Information Retrieval System." (*Microform Review* Vol. 3 October 1974). pp. 269–272.
Evaluates the usefulness of the Superintendent of Documents sales catalog issued in microfiche.

Rhodes, Irwin S. "'Opinions of the Attorney General' Revived." (*American Bar Association*, v. 64, Sept. 1978) pp. 1,375–1,376.
Reviews the history of the attorney general's formal legal opinions and their publication in light of Attorney General Bell's resumption of the issuance of "Opinions of the Attorney General" after 18 years.

Rich, Margaret. "Indexing of Serial Publications in Readex Microprint Collection of U.S. Government Documents", (*Government Publications Review*, Vol. 3 Summer 1976). pp. 109–111.

Riordan, Joan C. "Federal Information Center Program" (*Illinois Libraries*, Vol. 56, No. 4, April 1974.) pp. 282–284.

Rosenberg, Maurice. "Anything Legislatures Can Do, Courts Can Do Better?" (*American Bar Association Journal*, v. 62, May 1976) pp. 587–590.
"Courts have the power to invalidate, interpret, and obliterate statutes, but they lack the mechanisms and capabilities of gathering the data frequently needed for these decisions. A governmental depository or information resource should be established to provide courts with the necessary social and technological data."

Roe, Judith S. "The Use and Misuses of Government Produced Statistical Data Files", (*R.Q.* Vol. 14 Spring 1975) pp. 201-203.

Ruzic, Neil. "How to Tap NASA Developed Technology." (*International Journal of Research Management*, v. 21, Nov. 1978) pp. 38-40.

"Industrial Application Centers can help solve your R&D problems by providing both technical assistant and literature retrieval services."

Schwarzkopf, LeRoy. "The Monthly Catalog and Bibliographic Control of U.S. Publications" (*Drexel Library Quarterly*, Vol. 10, No. 1 & 2, Jan.-April, 1974) pp. 79-106.

Shaw, G. A. "How to Locate Out-of-print, Hard-to-get Documents," (*Southeastern Librarian* 24, Winter 1974) pp. 28-29.

Simmons, Robert M. "Documents Survey: Finding that Government Document," (*R.Q.* Vol. 12 Winter 1972) pp. 167-171.

Sinovic, Dianna. *Access to F.D.A. Information*. Columbia, School of Journalism, University of Missouri, 1978. 7 pages. (Missouri. University. Freedom of Information Center. Report No. 392).

"The Food and Drug Administration, long a bastion of secrecy prior to the FoI [Freedom of Information] Act, now has opened its files. * * * But it is the business world, not the public, that today is knocking at the FDA's door, requesting information that may be a 'trade secret.' And the barrier erected against trade secret release is the 'reverse' FOIA suit, brought by the submitter of the information."

Smith, Joshua I. "Document Processing at ERIC/CLIS," (*Illinois Libraries* 56 April 1974) pp. 266-268.

Smith, Ruth S. "Government Information Network: A Challenge of Size," (*ASIS Bulletin* 2, Sept. 1975) pp. 19-21.

Smith, Ruth S. "Government Information: Problems and Options" (*Special Libraries*, Vol. 64 Nov. 1973) pp. 516-526.

Strawhorn, John M. and Richard L. Omerso, William A. Creager. *Improving the Dissemination of Scientific and Technical Information: A Practitioners Guide to Innovation*. Contract NSF-0950. Rockville, Maryland. April 15, 1975. 203 pages.

Talmi, Bonnie. "The Information Center as a Link With Industry." (*Oak Ridge National Laboratory Review*, v. 11, summer 1978) pp. 34-39.

Describes the organization of the technical information center of the Oak Ridge National Laboratory and the transfer of technical information within ORNL and with outside users.

Tate, Michael L. "Studying the American Indian Through Government Documents and the National Archives" (*Government Publications Review* Vol. 5, No. 3, 1978) pp. 285-294.

This article surveys the leading guides to Indian materials located in government publications and in the National Archives. It assesses the usefulness of these guides for advanced researchers, college students and Indian people.

Thelen, David P. "Our Government: a Wholly Owned Subsidiary." (*Progressive*, v. 20, Dec. 1976) pp. 15-19.

Argues that the Federal Government wishes to act in secret and keep information from public scrutiny because it "has progressively adopted the methods, personnel, assumptions, and finally the values of the business corporation."

Thomas, William V. "America's Information Boom." ([Washington] *Editorial Research Reports*, v. 2, no. 17, 1978.) pp. 803-820.

"The production and dissemination of information has replaced manufacturing as the principal activity of the U.S. economy. Information-oriented businesses, ranging from publishing and record keeping to typing, are said to be growing at an annual rate of around 10 percent, or double the rate of growth for the economy as a whole."

Thott, Bo W. "The National Technical Information Service" (*Drexel Library Quarterly*, Vol. 10, No. 1 & 2, Jan.-April 1974) pp. 39-52.

Traugott, Michael W. and Jerome M. Clubb, "Machine-readable Data Production by the Federal Government." (*American Behavioral Scientist*, v. 19, Mar.-Apr. 1976) pp. 387-408.

Essay addresses directly some of the potentials and problems associated with the use of numerous federally generated data resources.

Tresansky, John O. "Impact of the Copyright Act of 1976 on the Government." (*Federal Bar Journal*, v. 35, spring-summer 1978) pp. 22-36.

Article assesses the impact of the Copyright Act of 1976 on Federal Government sponsored and authored publications. Considers four topics of government concern in the area of copyright: "the first topic is whether a copyright may vest in the vast amount of intellectual works created under government sponsorship. The second topic is the impact on a copyright in a work which is included in the intellectual creations of the government. The third topic relates to the inclusion of intellectual works created under government sponsorship in commercial or private publications. The final topic is the nature of the remedial rights available to a proprietor of copyright in a work used by the government without permission." Concludes that the new act provides "long-needed meaningful light in the area of activities of the government involving original works of authorship."

"Unclassified Documents Physically Connected With Classified Documents May Not be Withheld Under the National Security and Foreign Affairs Secrets Exemption." (*Vanderbilt Law Review*, v. 25, Mar. 1972) pp. 397-403.

D.C. Court of Appeals held that "documents that are associated with separately classified papers, but * * * not independently classified as secret do not qualify for the national defense and foreign affairs secrets exemption" provided in 5 U.S.C., sec. 552(b)(1) of the Freedom of Information Act.

U.S. Commission on Federal Paperwork. *Confidentiality and Privacy; a Report.* Washington, GPO. 1977, 175 pages.

Report recommends "the development of uniform standards of confidentiality for various categories of information, based on a balancing of the Government's need for secrecy and the individual's right to privacy, on the one hand, and the public's right to know, on the other. * * * The report suggests that certain information which may not be publicly disclosable should be made available for intragovernmental use. The Commission also recommends the establishment of a new independent organization to oversee compliance with confidentiality standards and with other Federal information laws."

U.S. Commission on Federal Paperwork. *Statistics; a Report.* Washington, GPO. 1977. 148 pages.

This report defines the Federal Statistical System and makes recommendations for the simplification and rationalization of this system for the collection of statistics.

U.S. Congress. House. Committee on Government Operations. *Federal Information Centers Act; Report to Accompany H.R. 13688, Including Cost Estimate of the Congressional Budget Office.* Washington, GPO. 1978. 15 pages. (95th Cong., 2d sess. House. Report no. 95-1530).

U.S. Congress. House. Committee on Government Operations. *Lack of Guidelines for Federal Contract and Grant Data; Twenty-ninth Report.* Washington, GPO. 1978. 27 pages. (95th Cong., 2d sess. House. Report no. 95-1663).

"Increasingly, Government contracts call for the delivery of information or information services rather than physical products. This report is about some of the policy issues presented by Government contracts and grants that involve the acquisition, transfer, use, and maintenance of information."

U.S. Congress. House. Committee on Government Operations. Foreign Operations and Government Information Subcommittee. *Federal Information Systems and Plans—Federal Use and Development of Advanced Information Technology.* Hearings, 93d Cong., 1st sess., held Apr. 10, 17 and July 31, 1973. Parts 1 and 2. Washington, GPO., 1973.

U.S. Congress. House. Committee on Government Operations. Subcommittee on Government Information and Individual Rights. *Freedom of Information Act and Amendments of 1974 (P.L. 93-502); Source Book: Legislative History, Texts, and Other Documents.* Washington, GPO., 1975. 571 pages. (At head of title: 94th Cong., 1st sess. Joint committee print).

U.S. Congress. House. Committee on Science and Technology. Subcommittee on Domestic and International Scientific Planning and Analysis. *Intergovernmental Dissemination of Federal Research and Development Results.* Oversight hearings. Hearings, 94th Cong., 1st sess. Nov. 4, 5, and 6, 1975. Washington, GPO., 1976. 753 p. "No. 48."

U.S. Congress. House. Committee on Science and Technology. Subcommittee on Domestic and International Scientific Planning and Analysis. *Review of Intergovernmental Dissemination of Federal Research and Development Results.* Washington, GPO., 1976. 45 pages. (At head of title: Committee print. "Special oversight report No. 5", "Serial JJ.")

U.S. Congress. Senate. Committee on Interior and Insular Affairs. *The Energy Information Act.* Hearings, pursuant to S. Res. 45, the National Fuels and Energy Policy Study, 94th Cong., 2d sess., on S. 1864. Mar. 9, 12 and Apr. 2, 1976. Part 2. Washington, GPO., 1977. pp. 1127-1855. "Serial No. 94-31 (92-121)".

"A bill to establish a National Energy Information Administration and a national energy information system."

U.S. Federal Committee on Statistical Methodology. Subcommittee on Disclosure-Avoidance Techniques. *Report On Statistical Disclosure and Disclosure-Avoidance Techniques.* Washington, GPO. 1978. 69 pages. (U.S. Federal Committee on Statistical Methodology. Statistical policy working paper 2).

"This report is about techniques for avoiding disclosure of confidential information about individuals (natural and legal persons) in connection with the release of statistical tabulations and microdata files (computerized records pertaining to individual statistical units)."

U.S. Dept. of Justice. Office of Legal Counsel. Freedom of Information Committee. *Freedom of Information Case List: February 1978 edition.* Washington 1978, 38 pages.

"An alphabetical list of court decisions on the Freedom of Information Act, 5 U.S.C. 552, including cases with opinions not yet reported, with notations as to the exemptions or other issues involved in each case, and with a topical index and other aids to users."

This edition contains a short guide to the Freedom of Information Act.

U.S. General Accounting Office. *Agencies' Implementation of and Compliance With the Privacy Act Can Be Improved; Report.*" "LCD-78-115, June 6, 1978" Washington 1978. 29 pages.

Reports on how Federal "agencies' implementation of and compliance with the Privacy Act can be improved. Agencies are making a concerted effort to implement and comply with the act, but various instances of noncompliance were identified at locations visited. Periodic evaluations of Privacy Act compliance could improve the manner in which the provisions of the act are being carried out. In addition, opportunity exists for reducing paperwork and administrative workload related to the act."

U.S. General Accounting Office. *Automated Systems Security—Federal Agencies Should Strengthen Safeguards Over Personal and Other Sensitive Data; Report to the Congress by the Comptroller General of the United States.* "LCD-78-123, Jan. 23, 1979" Washington, 1979. 74 pages.

"At a time when increasing reliance is placed on computers and rapidly advancing ADP technology, security procedures for systems processing personal and other sensitive data generally were inadequate. * * * The Office of Management and Budget has agreed that correcting these matters is the responsibility of agency and department heads."

U.S. General Accounting Office. *Challenges of Protecting Personal Information in an Expanding Federal Computer Network Environment; Report to the Congress by the Comptroller General of the United States.* "LCD-76-102, Apr. 28, 1978" Washington, 1978. 47 pages.

"This report addresses the continuing concern, expressed by various congressional sources, over the ability to protect personal information in large computer networks. An overview of privacy and possible approaches which can provide protection for personal and other sensitive information."

U.S. General Accounting Office. *Data on Privacy Act and Freedom of Information Act Provided by Federal Law Enforcement Agencies; Report by the Comptroller General of the United States.* LCD-78-119, June 16, 1978" Washington, 1978. 23 pages.

Provides cost information and data on users resulting from the response to requests for information from or access to law enforcement agency records and files.

U.S. General Accounting Office. *The General Services Administration's Consumer Information Center; Report by the Comptroller General of the United States.* "LCD-78-412, Feb. 23, 1978" Washington, 1978. 29 pages.

U.S. General Accounting Office. *Government Field Offices Should Better Implement the Freedom of Information Act; Report by the Comptroller General of the United States.* "LCD-78-120, July 25, 1978" Washington 1978. 47 pages.

Presents findings of a GAO review of "the regional implementation by Federal offices of the Freedom of Information Act—the basic authority and procedure for the public to obtain documents and records from Federal departments and agencies. With few exceptions, regional personnel were aware of their duty to respond to public requests and were attempting to comply with the act. However, the act has not yet been totally supported and implemented. The Congress should consider amending the act to clearly give the Department of Justice oversight responsibility for act administration."

U.S. General Accounting Office. *Improved Executive Branch Oversight Needed For the Government's National Security Information Classification Program; Report to the Congress by the Comptroller General of the United States.*" "LCD-78-125, Mar. 9, 1979" Washington, 1979. 38 pages.

"Oversight of the Government's classification program has been ineffective because of the National Security Council and the Interagency Classification Review Committee did not require agencies to comply with procedures that would have provided complete information on their classification activities. Such information would have shown that some agencies were not attaining the objective of the 1972 executive order to classify less and to declassify it sooner. This report recommends actions needed to assure improved compliance with a new executive order that became effective in December 1978."

U.S. General Accounting Office. *Observations on Collection and Dissemination of Scientific, Technical, and Engineering Information, National Technical Information Service, Department of Commerce; Report of the Comptroller General of the United States.*" "GGD-76-66, Mar. 19, 1976" Washington 1976. 9 pages.

Report discusses the National Technical Information Service with emphasis on "the Service's collection process and the adequacy of information received from other agencies and the private sector."

U.S. General Accounting Office. *Scientific and Technical Bibliographic Information: A Valuable Resource Needs Improved Management.* Report to the Congress by the Comptroller General. 1978. 44 pages.

U.S. Joint Committee on Congressional Operations. *Summary of Proceedings and Debate: a Pilot Study; Report.* Washington, GPO., 1973. 373 p. (93d Cong., 1st sess. Senate. Report no. 93-294).

"A Pilot study to determine the feasibility of producing, on a permanent basis, a summarization of proceedings and debate of the Congress, to be used as a reference tool and as a supplement to the *Congressional Record*, was conducted by the Joint Committee on Congressional Operations for three weeks, from April 30 to May 24, in the House of Representatives, and from May 29 to June 15, 1973, in the Senate."

U.S. Library of Congress, Congressional Research Service. *Where to Get Publications from the Executive and Independent Agencies: A Directory of the Sources for Official Documents* by Charles A. Goodrum, revised by Mary Jane Toeper. December 8, 1978. 122 pages.

Directory of sources of publications of the departments and agencies of the Federal Government is designed for the use of congressional offices only.

U.S. General Accounting Office. *OMB's Coordination of the President's Reporting Reduction Program.* "GGD-77-38, May 25, 1977." Washington 1977. [20] 1 page.

U.S. Library of Congress: Congressional Research Service. Science Policy Research Division. *Scientific and Technical Information (STI) Activities: Issues and Opportunities,* Prepared for the House. Committee on Science and Technology. Subcommittee on Science, Research and Technology. (Committee Print). December 1978. Washington, D.C. GPO. 1979.

U.S. Library of Congress. Science Policy Research Division. *Information Support for the U.S. Senate: a Survey of Computerized CRS Resources and Services.* Prepared for the Subcommittee on Computer Services of the Committee on Rules and Administration, United States Senate." 95th Cong., 1st sess. Committee print. Washington, GPO., 1977. 88 pages.

Report based on "a systematic survey of Senate users of the Scorpio retrieval language and a number of information products and services provided by the Library of Congress."

U.S. Library of Congress. Task Force on Goals, Organization, and Planning. Subcommittee on Documents. *Report and Recommendations of the Subcommittee on Documents to the Task Force on Goals, Organization, and Planning*. August 31, 1976. 28 pages.

Three specific recommendations were made with regard to the Library of Congress and federal documents: collect archival sets, make documents more accessible, better preservation, through filming and binding. Minority report urges separation of document collection from general collection.

U.S. National Science Foundation. Division of Science Information. *Federal Scientific and Technical Communication Activities: 1975 Progress Report*. Washington, 1976. 91 pages. "PB 253 975" "NSF 76-25"

"This report presents highlights of 1975 activities of over 60 Federal scientific and technical information programs in 15 executive departments and independent agencies, the Smithsonian Science Information Exchange, the Government Printing Office and the Library of Congress."

U.S. National Study Commission on Records and Documents of Federal Officials. (Public Documents Committee) *Final report*. Washington, GPO. 1977. 137 pages.

"By tradition, the documents and records of high officials such as Presidents have been treated as if they were the officeholder's personal property." This report recommends that public papers of officials be deposited either with the Archivist of the U.S. in the case of the President or in a designated depository in the case of Members of Congress and members of the Federal judiciary. The report outlines other guidelines for the deposit and maintenance of the public and private papers of Federal officials.

U.S. Privacy Protection Study Commission. *Technology and Privacy*. Washington, GPO. 1977. 88 pages.

"This volume is about the personal privacy implications of society's increasing dependence on computer-based record-keeping systems."

Van de Voorde, Philip. "Official Use Trend in the Monthly Catalog of United States Government Publications", (*Library Resources and Technical Services* XIV Summer 1970) pp. 455-7.

Walter, Gerard O. "The Comprehensive Right to Privacy and the Micrographic Industry." (*Journal of Micrographics*, v. 10, Jan. 1977) pp. 107-111.

"The Federal Privacy Act and the proposed Comprehensive Right to Privacy Act are not detrimental to our industry's well-being, but will be one of the greatest statutory boosts that this industry has ever experienced."

Weaver, John M. "Bibliographic Control of HUD Comprehensive Planning Reports" (*Illinois Libraries* Vol. 56, No. 4, April 1974) pp. 318-325.

Wilson, Marvin E. "NTIS: What It Does" at Federal Documents Workshop for Region VI held at University of Houston, Jan. 9-10, 1976. (*Texas Libraries* Vol. 38, No. 2, Summer 1976) pp. 66-70.

Young, David R. "Secrecy and Disclosure: Breaking the Classification Machine", (*Prologue* 5 Spring 1973) pp. 41-42.

ADMINISTRATION OF POLICY

Academy for Contemporary Problems. *Information and Policy: Inquiries Into the Future Information Needs of Congress*. Columbus [1976] 23 pages.

"This survey is the first in a series of inquiries by the Academy for Contemporary problems into the methods, procedures, and institutional arrangements available to us in: gathering accurate technical information needed to underpin policy debates and choices; trying to anticipate possible consequences that might flow from major policy decisions once made; and monitoring and evaluating results flowing from decisions after they have been implemented."

Ackoff, Russell et al. *Designing a National Scientific and Technological Communications System*. The Scatt Report. University of Pennsylvania Press. 1976. 173 pages.

The Report develops an ideal design for scientific and technological communication, the processes which would be included, necessary hardware, and finan-

cial and economic aspects of it. A description of current information collection and dissemination services, inside and outside government, is included.

Aines, Andrew and Melvin S. Day. "National Planning of Information Services." *Annual Review of Information Science and Technology.*" Washington, D.C., ASIS 1975. pp. 3-42.
Information planning in a number of countries is reviewed. Forces inhibiting national planning, international organizational leadership, and specific plans are included. For the U.S., the various reports on Stinfo are reviewed.

Becker, Joseph. "The Information Decade" an address to the Institute on Federal Documents and Information Accessibility, American University, April 27, 1978. 16 pages.

Becker, Joseph. *A National Approach to Scientific and Technical Information in the United States.* Los Angeles, Calif. July 1976. 62 pages.
History of attempts to deal with science information is reviewed; new directions for science are outlined; suggestions to a national approach are developed.

Bozeman, Barry, and Kenneth Roering, E. Allen Slusher. "Social Structures and the Flow of Scientific Information in Public Agencies: an Ideal Design." (*Research policy,* v. 7, no. 4, 1978) pp. 384-405.
"After gleaning some of the propositions concerning scientific information flows from the R & D management literature, an 'ideal design' approach is employed to develop a model in which the social and organizational structures of a public agency optimize scientific information flow."

Burchinal, Lee G. "Impact of On-line Systems on National Information Policy and on Local and State, and Regional Planning" presented at Pittsburgh Conference on the On-line Revolution in Libraries. November 14-16, 1977. 14 pages.

Carter, Launor F., *National Document-Handling Systems for Science and Technology.* N.Y. John Wiley & Sons. 1967. 365 pages.
Results of a Systems Development Corporation study of the Committee on Scientific and Technical Information (COSATI).

Carvey, Dave. "The Relationship of the Government and the Private Sector in the Proposed National Program." (*National Program for Libraries and Information Services Related Paper* No. 14.) National Commission on Libraries and Information Service.
The study surveys the relationship between government and the private sector and use of private sector information firms by government. It examines government agency activity in disseminating information by themselves and through use of private sector firms. Calls for a national policy.

Cillie, Francois Stephanus. "Centralization or Decentralization?" New York, Ams Press, 1972. 117 pages.

Conference Board. *Information Technology—Initiatives for Today. Decisions That Cannot Wait. Some Major Problems Areas and Leadership Options.* Formulated by Groege Kozmetsky & Timothy W. Ruefli. Report 577. 50 pages.
Ten of the most urgent information technology issues are discussed. Report includes summaries of 2 parallel efforts at national policy making; one by the OECD, the other by the Japan Computer Usage Development Institute.

Conference Board. *Information Technology. Some Critical Implications for Decision Makers.* N.Y. Conference Board. 1971. 240 pages. Report No. 537.
The Report is a collection of papers on technology; it recommends creation of centers, not to establish policy, but to raise the right questions and to discover lines of solution and choice.

"Congress to Consider Major Changes in Government Printing" (*PIA Communicator* January 1979) pp. 5-6.
Discussion of possible changes to USC Title 44 and PIA position.

Critical Issues in Scientific and Technical Communication: Perceptions of Users, Providers and Policymakers. Report of the National Forum On Scientific and Technical Communications. Science Communication Division, George Washington University. 1978.
(Material based upon research supported by the National Science Foundation under Contract No. NSF C-DSI-72-02700 A17 (formerly NSF-C-743)).

Danilov. V. J. and C. Herring, D. J. Hillman. *Report of the Panel on Economics of the Science Information Council.* 1973. 1 v.

Presents recommendations to reduce the cost of scientific and technical information services of the Federal Government.

Drake, Miriam A. "Impact of On-Line Systems on Library Functions." Presented at Pittsburgh Conference on the On-Line Revolution in Libraries, November 14-16, 1977. 30 pages.

Dyer, Frederick C. "An Ideal" Federal Printing Program "Address to Institute on Federal Publishing, Printing, and Information Policy." The American University, May 12-13, 1977. 33 pages, appendix.

Fry, Bernard M. *Government Publications: Their Role in the National Program for Library and Information Services.* Done for National Commission on Libraries and Information Science. Wash., D.C.: GPO. 1978.

Paper reviews current status of Government Publications, their availability and accessibility to the public. Addresses such policy issues as (1) Is there a need for a national center for Government Documents? (2) What should the relationship of GPO be to the national program? (3) What role should private enterprise play in publishing Government Information?

Gindlesperger, William L. "New Moves Could Gut GPO, Curb Commercial Purchases" in column Government Printing Hotline, (*Printing Impressions*, Vol. 21, No. 6, November 1978) pp. 12-13.

A discussion of possible changes to title 44 and the fears of the private printing industry that GPO will be gutted.

Hall, Chester G., Jr. "*Control of Public Printing.*" Dissertation presented at American University. 1960.

Hall discusses the fraternity which exists between the printers of the GPO and JCP executive staffs. Manner in which control of printing is divided between the JCP, which controls number of presses, and the agencies, which can decide what is "legal and necessary," is discussed.

Henry, Nicholas L. "Copyright, Public Policy, and Information Technology." (*Science*, v. 183, Feb. 1, 1974) pp. 381-391.

Discusses public policy issues involved in computer-based information storage and retrieval systems and photo-copying technologies.

Henry, Nicholas L. "Knowledge Management: a New Concern for Public Administration." (*Public administration review*, v. 34, May-June 1974) pp. 189-196.

"New technological and decision-making uses of information affect not only public policy outcomes, but the public policy process itself. Current knowledge management policies are inadequate, and particular attention must be paid to formulating policies for new information technologies and publicly accessible information."

Hollings, Ernest F. "An Intelligent, Coordinated Federal Information Policy." (*Computers and People*, v. 27, Aug.-Sept. 1978) pp. 28-30.

Argues that "what is required is an intelligent federal information policy, combined with close consultations between government and industry."

Holm, Bart E. "National Issues and Problems." *Annual Review of Information Science and Technology*. Washington, D.C.: ASIS 1976. pp. 5-26.

Issues and problems currently confronting information science and technology are outlined. Selected government and private programs are reviewed, as are major reports, such as that of NCLIS. Bibliography included.

Hoskovsky, A. G. and H. H. Album. "Toward a National Information System." (*American Documentation*. Vol. 16. October 1965) pp. 313-322.

"Our objective is to offer a general plan for the construction of a comprehensive national technical information system. The system will deal exclusively with the published scientific literature."

Information Action. Information Industry Association, Vol. 8, No. 12, November 1976. pp. 1-2.

The issue of ACTION carries a concise statement of the relationships between the government and the information industry as seen by the industry.

Kent, Allen. "The Potential of On-Line Information Systems." Presented at Pittsburgh Conference on the On-Line Revolution in Libraries, November 14-16, 1977. 28 pages.

Knox, William. "New Plan for NTIS." (*American Libraries*. June 1974.) p. 285.

Knox's new plan is described: separate NTIS from the government and join the private sector because it's too hard to run NTIS in a bureaucracy; the depository libraries are getting free materials which NTIS sells for a high price; NTIS' new purpose would be the "sale and distribution of certain intellectual property owned by the federal government."

Lannon, Edwin R. "Opportunities for Change" address to Institute on Federal Publishing, Printing and Information Policy. The American University, May 12-13, 1977. 20 pages.

Making Technical Information More Useful: The Management of a Vital National Resource. Review group set up by NSF. 1972. (Greenberger report) unpublished.
Mandate of the group: examine role of COSATI and take a broad look at the technical information programs and policy issues in and outside government, including impact of new developments in computer and communications technology. Conclusions: COSATI had made some specific advances, but deficiencies exist in the government's approach to broader policy issues; organizational changes, including creation of an Information Policy Board in the Executive Office of the President, are recommended.

Meredith, Joseph. "NTIS Update: a Critical Review of Services." (*Government Publications Review*. vol. 1, 1974) pp. 343-361.
Services and products of NTIS are compared against the original mission and user expectation. Criticism: rampant commercialism at NTIS. Its mission should be restated using ERIC as a model. Problems of domain are aggravated by NTIS acceptance of all documents and their subsequent announcement. Cost is too high; NTIS responds only to business and industry. NTIS needs new legislation, aligning it to national needs and not to profit.

Moskowitz, Herbert. *Centralization Versus Decentralization Via Reports of Exceptions*. West Lafayette, Ind. Institute for Research in the Behavioral, Economic and Management Sciences. Krannert Graduate School of Industry Administration, Purdue University 1973. 44 pages.

Murray, James J. *Federal Printing and Duplicating—A New Approach*. Presented to Ad-Hoc Committee to revise Title 44 of U.S. Congress. Joint Committee on Printing. Washington, D.C. January 1979. 18 pages.

Murray, James J. *Remarks Before the Ad-Hoc Committee to Revise Title 44 of U.S. Congress*. Joint Committee on Printing. January 1979. 4 pages.

National Commission on Libraries and Information Science. *Toward a National Program for Library and Information Services. Goals for Action*. Washington, D.C.: GPO 1975. 106 pages.
Why a national program is needed, current problems of libraries, private sector concerns, current state of networking and recommendations for the program comprise the report.

"Parliamentary Printing Project Newsletters: 1 through 5, 1976-1977." Great Britain, Her Majesty's Stationery Office.
(Series of newletters documenting HMSO's efforts to modernize and reorganize the production of printing for Parliament).

Peters, Paul Evan and Ellen Gay Detlefsen. "Impact of On-Line Systems on the Clientele." Presented at Pittsburgh Conference on the On-Line Revolution in Libraries, November 14-16, 1977. 32 pages.

Porat, Marc Uri. *The Information Economy*. Washington. Office of Telecommunications, GPO. 1977. 9 V. (U.S. Office of Telecommunications. OT Special Publication 77-12)
Vol. 1 summarizes the author's findings under the following headings: the six-sector economy; the primary information sector; consolidated accounts of the primary information sector; secular trends of the primary information sector; the primary input-output matrix; information occupations; the public bureaucracies; the secondary information sector; the secondary input-output matrix; the elements of information policy.

President's Special Assistant for Science & Technology. *Scientific and Technological Communication in the Government*. Report to the President's Special Assistant. 1962. (Crawford report)
Federal information programs were examined; major recommendations: central authority should be established for policy and supervision of science &

technical information activities; each agency with R & D interests should establish an office to direct information activities.

Rodgers, Quincy "National Information Policy" address to Federal Publishing, Printing and Information Policy Institute. The American University, May 12-13, 1977. 11 pages.

Scientific and Technical Communication: A Pressing National Problem and Recommendations for its Solution. A report of the Committee on Scientific and Technical Communication of the NAS-National Association of Engineering. 1969. (SATCOM report).

55 recommendations emanated from the report: primary one, should establish a Joint Commission on Scientific and Technical Communications.

Staats, Elmer B. *General Accounting Office Support of Committee Oversight.* In U.S. Congress. House. Select Committee on Committees. Committee organization in the House. Panel discussions, 93d Cong., 1st sess. Volume 2, part 3. Washington, GPO, 1973 p. 692-700.

Reviews GAO activities and responsibilities in support of congressional oversight and recommends legislation to overcome difficulties in securing access to executive branch information.

U.S. Commission on Federal Paperwork. *The Federal Information Locator System; a Report.* Washington, GPO, 1977. 35 pages.

Recommends "the establishment of Federal Information Locator System to help control overlap and duplication in agency information requirements imposed on the American public."

U.S. Commission on the Operation of the Senate. *Senate Administration; a Compilation of Papers.* Washington, GPO, 1976. 110 pages.

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Printing management in the United States by A. Abrams.

U.S. Congress. House Committee on House Administration. *Information Policy; Public Laws From the 95th Congress,* Committee Print, Wash. D.C., GPO 1979.

Compilation of abstracts of public laws relating to computers and information policy enacted during 96th Congress.

U.S. Congress. Senate. Committee on Rules and Administration. *Report With Recommendations on the Joint Committee on Printing and the Joint Committee on the Library* (pursuant to sec. 201(d)(2) (A) and (B) of S. Res. 4, 95th Cong., agreed to Feb. 4, 1977)." Washington, GPO., 1977. 12 pages. (95th Cong., 1st sess. Senate. Report No. 95-327).

Recommends retention of both committees as presently constituted.

U.S. Domestic Council. Committee on the Right of Privacy. *National Information Policy. Report to the President.* Published by NCLIS. Washington, D.C.: GPO. 1976. 233 pages.

The advent of the Information Age, citizen demands for clarification about their rights vis-a-vis information collected about them and changes in computer and communications technology make formulation of a national information policy a necessity. Governmental, industry and citizen response to these far-reaching developments are reviewed. Recommendations: create an office of Information Policy in the President's Executive Office; an inter-agency council and an advisory committee with broad representation. Principles of an information policy are listed, to provide initial guidelines for policy development. Bibliography.

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U.S. General Accounting Office, *Audit of the Majority Printing Clerk, House of Representatives, for the Fiscal Year ended August 31, 1977. Report to Congress.* GGD-78-88. August 9, 1978. 9 pages.

U.S. General Accounting Office. *Audit of the Minority Printing Clerk Fiscal Years Ended September 30, 1974, 1975, and 1976, House of Representatives; Report to the Congress by the Comptroller General of the United States.* "GGD-77-41, Mar. 31, 1977" [Washington] 1977. 8 pages.

U.S. General Accounting Office. *Audit of the Minority Printing Clerk, House of Representatives for the Fiscal Year Ended September 30, 1977. Report to Congress.* GGD-78-89. August 9, 1978, 9 pages.

U.S. General Accounting Office. *Usefulness to the Congress of Reports Submitted by the Executive Branch.* Report to the Committee on Government Operations, House of Representatives by the Comptroller General of the United States. B-115398, Oct. 26, 1973.

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U.S. Library of Congress, Network Advisory Group, *Toward a National Library and Information Service Network. The Library Bibliographic Component.* Preliminary Edition, Washington, D.C. Library of Congress, June 1977.

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DEFINITION OF GOVERNMENT PUBLICATION

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Wadlow, Emily. "The New Copyright Law" (*Journal of Public Communication,* Volume 2, Summer 1977) pp. 20-23.

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Buckley, Carper W. "Implementation of the Federal Depository Library Act of 1962" (*Library Trends* XV, July 1966) pp. 27-36.

Canada. Supply and Services. *Communique: Government Publications to Remain Free to Libraries.* February 8, 1979. 3 pages.

Carriger, Lucy "Administering Documents Collections" at Federal Documents Workshop for Region VI held at University of Houston Jan. 9-10, 1976 (*Texas Libraries* Vol. 38, No. 2, Summer 1976) pp. 75-81.

"Depository Library System, Ad Hoc Committee. Recommendations."(*Government Publications Review.* Vol. 1. 1973) pp. 163-172.

The ALA Ad hoc Committee's suggested creation of a National Federal Depository Library to contain all publications produced at federal government expense.

Hamilton, Beth A. "Selected Special Depository Libraries in HEW Region V" (*Illinois Libraries* Vol. 56, No. 4, April 1974) pp. 285-299.

Harleston, Rebekah M. and Carla Stouffle. "*Administration of Government Documents Collections.*" Libraries Unlimited. 1974. 178 pages.

The manual discusses administration of federal documents primarily in separate collections.

Hoduski, Bernadine E. "The Federal Depository Library System: What is its Basic Job?" (*Drexel Library Quarterly,* Vol. 10, No. 1 & 2, Jan.-April 1974) pp. 107-122.

Julien, Jane A. "The Organization and Administration of U.S. Government Publications in Selected University Depository Libraries: a Survey." Thesis. Northern Arizona University. April 1974.

35 university and college federal depository libraries were surveyed: some conclusions: the depository library system needs revision or enforcement; trend in administration of documents is toward separate collections and use of Su Doc class scheme.

Kling, Robert E. "The Federal Depository Program" (*Illinois Libraries* Vol. 53, No. 6, June 1971) pp. 385-389.

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McDonough, Roger. "Depository Library—Privilege or Responsibility." (*Library Resources and Technical Services*, VII Fall 1963) pp. 371-6.

Morehead, Joe. "The Government Printing Office and Non-GPO Publications." (*Government Publications Review*. Vol. 1.) 1973. p. 1-6.

Lack of implementation of the non-GPO clause of the 1962 Depository Library Act is discussed. Morehead contends that GPO has lacked aggressiveness in getting the program to function.

Morehead, Joe. "Transfer of the Public Documents Library to the National Archives." (*Government Publications Review*. Vol. 3.) 1976. p. 1-14.

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Nakata, Yuri. "Profile of Federal Depository Libraries in Illinois." (*Illinois Libraries* Vol. 53, June 1971) pp. 431-437.

Nakata, Yuri. "Toward a New Image: A Look at Federal Depository Libraries." (*Wilson Library Bulletin* Vol. 48, March 1974.) pp. 568-571.

Reynolds, Catharine. "*Planning Space for the Government Documents Collections of Research Libraries.*" Boulder, Colorado, Univ. of Colorado Libraries, Oct. 31, 1977.

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Shearer, Benjamin. "Federal Depository Libraries on the Campus: Practices and Projects." (*Government Publications Review*. Vol. 4, No. 3, 1977.) pp. 209-214.

Survey of 100 academic depositories to determine status of documents departments in such areas as staffing, budgets, handling and amount of material, and the opinions of the documents librarians as to the amount of administrative support they receive, the use of the collectioin and the time they have to promote the collection.

Silvers, Robert. "Federal Map and Chart Depositories" (*Government Publications Review* Vol. 2, Winter 1975) pp. 9-15.

Smith, Ruth. "About GPO and the Depository Library Council" (*Special Libraries*. July 1976) p. 322-326.

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Taylor, Raymond M. "Federal Depository Status for State Appellate Court Libraries" (*Law Library Journal* 66, February 1973) pp. 63-67.

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Waldo, Michael. "An Historical Look at the Debate Over How to Organize Federal Government Documents in Depository Libraries" (*Government Publications Review,* Vol. 4, No. 4) pp. 319–329.

Wexler, Henrietta. "The Federal Depository Libraries" (*American Education,* Vol. 15, No. 3, April 1979) pp. 39–40.
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Whitaker, George W., Peter Hernon and John Richardson Jr. "The Federal Depository Library System A Descriptive Analysis" (*Government Publications Review,* Vol. 5, No. 3, 1978) pp. 253–267.
Author has tried to provide overall view of the U.S. Federal Documents Depository system. Certain subpopulations of the depository libraries are singled for special attention, e.g. academic libraries, depositories subscribing to less than 25 percent of items, and libraries which gave up depository status between 1976 and 1977.

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Yannarella, Philip A. & Rao Aluri. "Circulation of Federal Documents in Academic Depository Libraries" (*Government Publications Review.* Vol. 3. No. 1. Spring 1976)
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GOVERNMENT PRINTING OFFICE

"Depository" State-of-the-Art": GPO Claims Improvements" (*Library Journal,* Dec. 15, 1975) p. 2279.
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"GPO Answers Criticism: Eyes New Price Hikes" (*Library Journal,* April 1, 1976) p. 848.

"GPO Shortcomings Ticked Off by Labor Bureau Editor" (*Library Journal,* March 1, 1976) p. 648.
Criticism of GPO in pricing service and quality areas.

"GPO's Image: A Ways to Go, Yet" (*Government Executive,* March 1976), p. 11.

Kling, Robert E. *The Government Printing Office.* N.Y.: Praeger. 1970. 343 pages.
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MacDonald, Scot. "Government Printing Office: New Public Printer Promises to Cope With GPO Problems" (*Government Executive*, Vol. 5, June 1973) pp. 63-64, 66.

Discusses the plans of the new Public Printer, Thomas McCormick, to solve GPO's problems, and considers relationship between GPO and the Joint Committee on Printing.

100 GPO Years 1861-1961. A History of United States Public Printing compiled under direction of the Public Printer, James L. Harrison, GPO 1961.

Special Libraries Association. Government Information Services Committee and The Committee on Information Hangups. *An Evaluation With Recommendations For Action of the Government Printing Office's Services From the User's Point of View* New York, Special Library Association. 1978. 118 pages.

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U.S. Congress. House Committee on Public Works and Transportation. Subcommittee on Public Buildings and Grounds. *Proposed Relocation of the Government Printing Office in Washington, D.C.*, Hearings 95th Congress, First Session. May 17-18, 1977" Wash. U.S. GPO 1977. 86 pages.

U.S. Congress. Senate. Committee on Rules and Administration. *Nomination of John J. Boyle to be Public Printer.* Hearings, 95th Cong., 1st sess. Oct. 19 and 26, 1977. Washington, U.S. Govt. Print. Off., 1977. 75 pages.

U.S. Congress. Senate. Committee on Rules and Administration. *Nomination of Thomas F. McCormick to be Public Printer.* Hearing, 93d Cong., 1st sess. Jan. 31, 1973. Washington, G.P.O., 1973. 14 pages.

U.S. General Accounting Office. *Examination of financial statements, U.S. Government Printing Office, fiscal year 1969; report to the Congress by the Comptroller General of the United States.* "B-114829, Apr. 3, 1970" Washington, 1970. 27 pages.

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U.S. General Accounting Office. *Examination of Financial Statements, U.S. Government Printing Office, Fiscal Year 1975; Report to the Congress by the Comptroller General of the United States.* "FOD-76-16, Sept. 7, 1976" Washington, 1976. 34 pages.

"GAO recommends that the Public Printer establish a system that would enable GPO to accurately account for accounts payable, prepaid subscriptions, and unearned income items and establish procedures to develop actual cost data for use in computing the cost of publications sold."

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"The Government Printing Office has taken actions to implement recommendations in prior GAO reports. As a result, operations have improved and the public and Federal agencies are being served better. Several agencies have reduced costs and increased productivity by having more printing done commercially and by consolidating inhouse printing plants. However, GAO found that some improvements were still needed and is recommending further action."

U.S. General Accounting Office *Government Printing Office Production and Management Controls—Improvement Opportunities; report to the Congress by the Comptroller General of the United States, May 4, 1977* LCD-77-410. Wash., D.C. 1977. 29 pages.

The Government Printing Office needs to improve its procedure for deciding whether to contract for printing or to do it in-house; planning and scheduling of production; productivity controls; and controls over spoiled material.

U.S. General Accounting Office. *Need to Improve Management and Operations of Regional Printing Procurement Offices. Government Printing Office. Report to the Joint Committee on Printing.*" B-114829. Feb. 20, 1974. 20 pages.

GPO's regional printing procurement offices were examined to see how the Federal Printing Procurement Program was being implemented. Improvements were needed in bid analyzation, payment procedures, and relations with agencies and printers.

U.S. General Accounting Office. *Observations and Suggestions for Improving the Public Documents Department, Government Printing Office, June 14, 1974*", B-114829. Wash., D.C. 1974. 14 pages.

Recommends improvements in the operation of GPO's order processing system including correction of personnel problems which could create delays in the system.

U.S. General Accounting Office. "*Substantial Improvements Needed in the Government Printing Office's Services to Federal Departments and Agencies; Report to the Congress by the Comptroller General of the United States.* ("LCD-75-437, Dec. 29, 1975") [Washington] 1975. 23 pages.

"GAO recommends that the Government Printing Office: Shorten its printing procurement process by eliminating some operations, using alternative procedures, and avoiding delays. Exercise better control over its procurement of printing by using an improved reporting system and labor standards. Strenghten its contract compliance system to promote timely deliveries of printing orders to Federal departments and agencies."

Warner, Frank. "Government Printing Office: a Very Odd Publishing House." (*Nation*, v. 220, Mar. 22, 1975) pp. 339-340.

Criticizes practices of the GPO, which includes "needless destruction of documents, the unwise increase of commercial printing procurement, and the inconsistent policies for selling and giving away government publications * * *"

Yun, Jai Liong. "Readex Microprint, and the GPO" (*R.Q.* Vol. 12, (Spring 1973) pp. 279-282.

MANAGEMENT: PRODUCTION AND PROCUREMENT OF PRINTING

Drew, Alfred S. *Toward the Ideal Journeyman: Volume 4—the Training System in the Printing Trades.* Washington, G.P.O. [1971] 24 p. (U.S. Dept. of Labor. Manpower Administration. Manpower Research Monograph No. 20)

"This is the fourth volume of a monograph based on a study of apprenticeship. It examines the training of printing compositors."

Fitton, H. Nelson "A Strategy to Cut Publishing Costs" (*Journal of Public Communication* Vol. 2, Summer 1977) pp. 5-9.

Reinhart, George W. "In-house Printing and Binding." (*Management information service report,* v. 7, Dec. 1975) pp. 1-6.

Evaluates cost effectiveness factors for municipalities in developing their own printing operations versus commercial contract printing. "A method of determining unit costs for printing and bindery work * * * is also presented."

Stoessel, Otto C. *Copy Through Printing Registration System (For the Lithographic Process)*" Report Number ACIC—Technical Paper 23. St. Louis, Mo. Aeronautical Chart and Information Center. Jan. 1970. 31 pages. (Available from NTIS Ad-701 384.)

Covers such areas as lithographic registration systems, multicolor printing, production control, performance (Human) and Management Planning.

U.S. Congress. House. Select Committee on Congressional Operations. *Centralized Storage for the U.S. House of Representatives; report.* 95th Cong., 2d sess., Washington, U.S. G.P.O., 1978. 9 pages. (95th Cong., 2d sess. House Report No. 95-1809.)

Presents information obtained from a "1-year test of the feasibility of providing facilities—away from the immediate Congressional complex—for the storage, accounting, and retrieval of bulk quantities of Congressional publications in the possession of committees and officers of the House."

U.S. Congress. Senate Committee on Rules and Administration *Use of Recycled Paper by Congress.* Hearings. 92nd Congress 1st Session, on S. 2266 and S.-267. August 3, 1971" Wash. D.C. GPO 1971, 94 pages.

Covers use of recycled paper in the Congressional Record and other congressional publications.

U.S. General Accounting Office. *Agency Printing and Duplicating Operations Need Management Improvements, Multiagency; Report to the Joint Committee on Printing by the Comptroller General of the United States.* "B-114829, Nov. 1, 1974" [Washington] 1974. 24 pages.

Reports on government printing and duplicating practices at variance with instructions of the Joint Committee on Printing, including in-house production of commercially procurable work, misuse of in-house resources, and unauthorized procurement of equipment.

Washington State Legislative Budget Committee. *Performance Audit. The Public Printer: A Report to the Washington State Legislature.* Report No. 76-7. January 1977, 115 pages.

NEW TECHNOLOGIES

Adler, James. "Micropublishing and the GPO/three Viewpoints. Viewpoint 1. The Private Publisher." (MICROFORM REVIEW. April 1, 1974.) pp. 85-90.

"All About Computer Output Microfim (COM)" in Report by DATAPRO Research Corporation, Delron, New Jersey, 1977, 15 pages.

Report describes COM equipment, microfilm formats and film types. Presents the results of a survey of 200 COM users.

Asimov, Isaac. "I Can't Believe I Saw the Whole Thing!" (*Saturday review,* v. 55, Sept. 2, 1972) pp. 25-32.

"Sometimes called three-dimensional, lensless photography, holography may be the greatest advance in imaging since the eye."

Avedon, Don M. "The Federal Government Takes Three Giant Steps for Micrographics." (*Journal of Micrographics,* v. 5, Mar. 1972) pp. 165-171.

"The U.S. Government Printing Office (GPO) has requested permission from the Congressional Joint Committee on Printing to offer for sale its titles in

microforms through the Superintendent of Documents. The Department of Defense (DOD) is implementing a new extensive micropublishing program for its Federal Catalog System. The Committee on Scientific and Technical Information (COSATI) has adopted the NMA 98-frame, 24X microfiche standard."

Bagdikian, Ben H. "Publishing's Quiet Revolution." (*Columbia Journalism Review*, v. 12, May-June 1973) pp. 7-15.

"Cathode ray tubes and computers have invaded the wire services, starting a chain reaction which soon will revolutionize newspaper production."

Barnard, Michael. "Computers and the Printing Industry." (*Nature*, v. 257, Oct. 16, 1975) pp. 554-558.

"As page composition from digitised information replaced the manual assembly of type, the printing industry struggles to absorb a technology in which the compositor becomes a computer operator and the production controller a systems analyst."

Bassett, Gilbert W. "Future of Printing: Impact of Technological and Other Changes" presented to Federal Publishing, Printing and Information Institute, May 12-13, 1977. 6 pages.

Baynard, Ernest C. "Computers in the Congress. In Remarks of Barry Goldwater." (*Congressional Record* [daily ed.] v. 119, Mar. 22, 1973) pp. S5553-S5559.

Presents a study by Honeywell on how computers could benefit Congress. Originally appeared in *Honeywell Computer Journal*, v. 6, Feb. 1973.

Beckerman, Norton S. "Federal Data Systems." (*Journal of Micrographics*, v. 12, Sept.-Oct. 1978). pp. 33-37.

"This presentation offers a simple method for removing the clutter and analyzing information handling systems. It provides a means for identifying problem areas as well as an approach to system re-design. With this approach, where microfilm is warranted, it can be easily justified and effectively introduced into the system."

Beim, Alexander. "Micrographics Management for the Federal Government." (*Journal of Micrographics*, v. 9, Sept. 1975). pp. 23-28.

Beim, Alexander. "New Rules for Micrographics?" (*Government Data Systems*, July/August 1978) pp. 34-36.

Blackburn, Bruce. *Design Standards Manuals: Their Meaning and Use for Federal Designers*. Washington, National Endowment for the Arts. G.P.O., 1977 44 pages.

Defines design manuals and explains how they can be used by Federal agencies.

At head of title: National Endowment for the Arts, Federal Design Library: a series presenting information and ideas related to Federal design.

Bush, George P. *Technology and Copyright*. Mt. Airy, Md. Lomond Systems, Inc. 1972. 454 pages.

300 annotated references and some basic resource documents comprise the book, gathered together because they best illuminate the background and issues of technology-copyright.

Carlson, Eric D. "Graphics Terminal Requirements for the 1970's" (*Computer*, August 1976) pp. 37-45.

Study at IBM Research Laboratory identified 30 specific requirements for graphics terminals. 18 of 30 requirements not being adequately met as of 1976.

Caruso, Elaine "Training and Retraining of Librarians and Users." Presented at Pittsburgh Conference on the On-Line Revolution in Libraries, November 14-16, 30 pages.

Discusses the problems of the would-be user of on-line search services.

Casper, Barry M. "Technology—Policy and Democracy: Is the Proposed Science Court What we Need?" (*Science*, v. 194, Oct. 1, 1976) pp. 29-35.

Author believes the proposed "science court" is not the answer to the question of how to democratically control technology in America. He feels the court may be helpful in deciding some limited technical questions, however, the court will still not provide the early release to the public of the broad range of information necessary for the democratic control of technology.

Chartrand, Robert L. *The Legislator as User of Information Technology*. Wash., D.C. Library of Congress, Congressional Research Service. Oct. 9, 1977.

Cooney, Leo J. "Microfilm Management Standards for Active Systems." (*Government Data Systems*, July/Aug. 1978) pp. 12-15.

A discussion of the marriage of microfilm and computer technology dedicated to meeting current information needs in a live, active enviroment.

Council of State Governments. *State Use of Electronic Data Processing.* Lexington, Ky. [1974] 51 pages. (Council of State Governments. RM-545.)

Contents.—EDP use by state legislatures, by J. Elkins.—Statewide use of EDP, by National Association for State Information Systems.

Courtot, Marilyn E. "Implementation of the Federal Election Campaign Act with Respect to Elections for the U.S. Senate." (*Journal of Micrographics*, v. 7, Nov. 1973) pp. 53-59.

"To meet the requirements of the Federal Election Campaign Act, a system was devised to provide for in-house microfilming and keytaping of index material upon receipt of documents. Films were processed overnight, while updated indexes were produced on the Senate computer, thus assuring availability of the reports for inspection and copying on microfilm reports for reader/printers within the 48 hour time requirement. This article describes the development of the system."

Doebler, Paul. "The Future of Printing." (*Printing News.* October 30, 1976.) pp. 11-12.

Doebler addressed the first annual meeting of the American Printing Historical Association. Changes over the past 100 years and current trends were reviewed.

Donahue, John T. "Getting Local Government into the Twentieth Century Before the Twenty-first Century Arrives." (*Journal of Micrographics*, v. 11, July-Aug. 1978) pp. 356-358.

"Municipal governments" document-storage systems frequently employ outdated methods of filing and retrieval, although their information-handling processes closely resemble those of industry. The same technologies used in solving industry's and private enterprises' information-handling problems can be effectively applied in local governments. This article presents one such example: the micrographic records management program at the City of Cambridge, Massachusetts."

Eliason, Alan. "The Computer Paperwork Blizzard and the Management Afterthought." (*Survey of Business*, v. 11, Jan.-Feb. 1976) pp. 5-8.

Discuss the dangers caused by the creation of huge amounts of computer generated paperwork, and offers suggestions on how to manage and control wasteful and superfluous records.

Flato, Linda. "GSA's Frank Carr." (*Datamation*, v. 24, June 1978) pp. 231, 234-235, 238-239.

The head of GSA's Automated Data and Telecommunications Service talks about the role of GSA in providing ADP support to other Federal agencies. He discusses some of the problems he has encountered, for example, in providing management guidance to user agencies.

Fleischman, John. *The LA Times: Present Indications and Past Intimations.* New York, Alicia Patterson Foundation, 1977. 10 pages.

Examines the impact of "cold type" computerization on the composition and printing of the Los Angeles Times.

Freedman, Henry B. "Laser Printing-On-Demand: Evolution and Implications" from Proceedings of the Society of Photo-Optical Instrumentation Engineers Conference on Laser Printing, January 22-23, 1977. 5 pages.

Automated printing of graphic and text information is evolving from the convergence of electronic digital processing capabilities of the computer and physical processing of images and materials handling from the graphic arts. This paper briefly covers the evolution of the current 'printing-on-demand' technologies and introduces an exploratory technology assessment that is currently being conducted to anticipate the stakeholder issues.

Freedman, Henry. "Printing and Delivering Information at the Time it is Requested. A Brief Systems Overview" Washington, D.C., The Program of Policy Studies in Science and Technology. George Washington Univ., 1977. 5 pages. A demonstration of printing-on-demand technology.

Gammon, Wm. Howard, and Lowell H. Hattery, "Managing the Impact of Computers on the Federal Government." (*Bureaucrat*, v. 7, summer 1978) pp. 18-26.
Authors assess the growing use of computers in our everyday lives and by the government as a management tool. Authors assert that the research and development in the computer technology area has been inadequate and that there is a need for research on the use of computers for government purposes.

Goodrum, Charles "Automation and the Congressional Research Service" Washington, D.C. Library of Congress, Congressional Research Service. March 1, 1974.

Greider, William. "A Craft In Crisis: Printers and the Post." (*Washington Post*, Oct. 28, 1973) p. C3.
Reviews the nature and origins of the Washington Post's labor dispute with the printers' union.

Hattery, Lowell H. *Automation and Electronics in Publishing*. Washington, D.C.: Spartan Books. 1965. 206 pages.
Electronic printing automation problems, technologies, viewpoints, proposed solutions and outlook are explored.

Hattery, Lowell H. *Technological Change in Printing and Publishing*. Rochelle Park, N.J.; Spartan Books. 1973. 275 pages.
"Objective—to provide the basis for a better perspective on management of printing and publishing, while being responsive to technological change."

Hawkes, Nigel. "Science in Europe: British May Use Telephones, TV's, to Tap Data Bank." (*Science*, July 7, 1978, v. 201, pp. 33-34.)
Describes Prestel, a new computer based information system, by which access to computer stored information is brought directly into the home.

Henry, Nicholas. *Copyright, Information Technology, Public Policy*. N.Y.: Marcel Dekker, Inc. 1976. 166 p. bibl.
The two-decade long struggle to revise U.S. copyright law in light of emergent technologies is recorded.

Hill, T. S. "Computer Techniques." (*Prof Prtr*, Vol 22, No. 3, May 1978) pp. 13-17.
From the earliest days of computer technology, applications in typesetting have been recognized. Early systems concentrated on the relatively simple tasks of justification and hyphenation. In this paper, Mr. Hill, a Systems Consultant with Comprite Ltd., describes how page make-up can be accomplished for particular applications. The need for systems to be designed around the specific application is emphasized. Two main examples are quoted—a publication consisting entirely of advertising matter and a typical technical journal.

Infanger, Craig L., David L. Debertin, and Lynn W. Robbins. "Interfacing Research and Extension in Information Delivery Systems." (*American Journal of Agricultural Economics*, v. 60, Dec. 1978) pp. 915-922.
Discusses the emergence of computerized information systems and the impact they are having on agricultural extension and research.

"Information Engineering Office System at Hill AFB Documents Real Savings and Efficiencies" (*Government Executive*; Vol. 11, No. 3, March 1979) pp. 48-50.
A new word processing system at Hill Air Force Base will save $400,000 annually and speed up communications.

Kent, Allen. "The Potential of On-Line Information Systems" Paper given at Pittsburgh Conference on the On-Line Revolution in Libraries. Nov. 14-16, 1977. Pittsburgh, Pa. 28 pages.

Keyes, Ralph. "America's Favorite Reproduction System" (*New Times* New York, v. 6, Jan. 9, 1976) pp. 34-40.
Discusses the impact of photocopying on American life, with special attention to its use in public affairs, e.g. xeroxing of government documents such as the Pentagon Papers.

Kish, Joseph L. "COM" A Primer on an Important Changing Technology (*Administrative Management* Jan. 1978) pp. 53-60.
Properly planned for and installed, these systems enable users to make significant improvements in EDP operations, distribution, and costs

Kissner, Jack. "Computer Capability is the Service Key." (*IP/AL*, Vol. 181, No. 5, Aug. 1978) pp. 48-50.
IV •M Graphics Systems makes use of information processing, mass data retrieval, and software generation (writing computer programs) to serve a vari-

ety of customers with rapid, high quality phototypesetting. Magnetic tape is used as input, particularly for directories and catalogs. This allows speed and cost savings, and labor reductions. The company also assists smaller businesses which are considering the advantages of data storage and computer typesetting. IV *M Graphic Systems also has equipment for keyboarding, producing film or paper positives which are checked microscopically for quality, and producing black and white halftones.

Lamond, Fred. "Europeans Blame Computers" (*Datamation*, Vol. 24, No. 11, November 1, 1978) pp. 107-114.
Amid discussions and unemployment by trade unionists and computerites, few constructive proposals have emerged.

Lancaster, F. W. "Toward Paperless Information Systems." New York, New York, Academic Press. 1978. 192 pages. (ISBN: 0-12-436050-5).
Author views as a normal, inevitable evolutionary process the transition to a paperless society—the replacement of print-on-paper by electronic media for most forms of human communication.

Landau, Robert M. "New Economic Factors in the System Integration of Computer Terminal On-line Retrieval Systems and Large Microform Data Banks." (*Journal of Micrographics*, v. 5, Jan. 1972) pp. 125-129.
"A concept is advanced for a national on-line hybrid information retrieval system, which would include: (1) an inexpensive terminal readily acceptable to the user that would include a microform reader with an automatic selector and/or printer option, and (2) the use of the English language by the user. The cost of the system would compare reasonably with present manual or serial tape search systems."

Lannon, E. R. *Electronic Composition. A Study of Costs.* Published by the Joint Committee on Printing. Washington, D.C.: GPO. 1975. 190 pages.

Libby, William H. "Microfilm's Impact On The In-Plant Printer . . . Today and Tomorrow." (*Repro Rev & Meth*, Vol. 23, No 7, Jul. 1978) pp. 22, 24, 27-9, 30-1.
The microfilm industry is one of the fastest growing industries in the nation with a growth rate of 18% per year. The inplant manager must recognize the opportunities micrographics can offer and use these opportunities to their fullest advantage. Microfilm has been traditionally used in an archival role, but it is an important tool in the field of information handling. Aperture card storage, microfiche, computer output microfilm (COM), and micropublishing are discussed in relation to the role they can serve in the inplant printing industry. The inplant manager must analyze his organization in order that space, personnel, and equipment are used at their maximum efficiency.

"Library Demonstrates New 'Cards' Electronic Printing System" (*Library of Congress Information Bulletin* Vol. 37, No. 45, Nov. 10, 1978) pp. 685, 689, 690.
(Cards using laser, xerographic, and computer technology, the electronic printing system produces MARC cards upon request).

McClure, Charles R. "Microformatted Government Publications" (*Government Publications Review* Vol. 5, No. 3, 1978) pp. 383-387.
Discusses a broad range of current information and issues about government publications in microformat. Does a comparison of GPO and GAO filming of GAO reports.

McClure, Charles R. "Microformatted Government Publications: Looking at title 44" (*Government Publications Review* 1979).
Suggested changes in USC Title 44 to accommodate micropublishing practices and need of public.

McClure, Charles R. "Microformatted Government Publications: Where Goest Thou NTIS and GPO?" (*Government Publications Review* 1979.)
(Comparison of GPO and NTIS micropublishing programs).

Machover, Carl "Graphic Displays: Factors in Systems Design" (*Spectrum* October 1977) pp. 23-27.
Most applications call for individualized computergraphics system design using "off-the-shelf" subsystem building blocks.

Mendelssohn, Rudolph. "The New BLS Data Base and Information System". Washington, D.C. U.S. Department of Labor. Bureau of Labor Statistics 1979. 17 pages.

McCormick, Thomas. "Better Workers, Not Better Machines, are Needed Now." (*Printing News*. Aug. 14, 1976) p. 4.

McCormick's address before the International Assn. of Printing House Craftsmen is reviewed. The human element is stressed, rather than technological changes.

"Micropublishing." (*Government Publications Review)* Vol. 1. No. 2. Winter 1973.)

James Adler of CIS, Stevens Rice of University Microfilms and Larry Robinson of the Library of Congress spoke on various issues in the relationship between libraries and microforms. Differences between micropublishers, who work to make information on fiche more accessible, and microprinters, who merely copy, are discussed.

"Micropublishing—The Threats, the Problems, the Promise. Part Two." (*Austral Printer*, Vol. 29, No. 2, Mar. 1978) pp. 10–12.

The use of microimaging systems as the intermediate image carrier between reproduction proofs or originals and platemaking results in the ability to store and transmit data more efficiently. Reduction in shipping and storage costs and easier corrections are also possible. The integration of microforms production and printing may be a key service in the near future. The use of film technology is already inherent in the printing process, and microforms are simply another means of using this technology. Predictions are made as to what effect microimaging will have on information printing by 1990.

Miller, Lionel. "Micrographic Applications in the Federal Government." (*Journal of Micrographics*, v. 8, Sept. 1974) pp. 3–8.

The U.S. Government, as the largest user of microfilm in the world, has been a major factor in the development of the microfilm industry.

Owens, Patrick. "Phasing Out the Wogs." (*More* v. 4, June 1974) pp. 1, 22, 24.

Examines the coverage by the New York Times and New York Daily News of their labor difficulties with their printers over automation. "When newspapers have labor troubles, two almost universal failures of American journalism surface: indifference to working people and the prostitution of news columns in the owner's behalf."

Owens, Patrick. "Violence In the Morning." (*More* v. 5, Dec. 1975) pp. 8–19.

Argues that "the issue of class is central and the pressman's vandalism is not nearly so inexplicable as many accounts have made it seem" in the October, 1975 strike at the Washington Post.

Potts, Jackie. "Crystal Gazing in Computer Graphics" (*Government Data Systems*, July/August 1978) pp. 24-28.

Computer graphics will not truly come of age until it becomes completely user-oriented.

Potts, Jackie S. "The Place of Computer Graphics in the Business Community" (*Data Management*, Sept. 1975) pp. 45–49.

"Revolution in Printing Technology" (*Investments in Tomorrow*, Vol. 8, No. 3, 1978) pp. 9-11.

Few technologies today are moving faster than printers. The explosion of electronic products over the past 20 years has created a need for a new type of printing system to create "hard copy" of the data flowing from computers, data terminals, word processors and even digital instruments and calculators.

Rosch, Gary D. "New Data and Information System Set for Commercial Market Trial" (*Telephony*, March 20, 1978).

Viewdata the British Post Office's new two way interactive data and information system, enables a user to dial the central office and utilizing a television set access a wide variety of special services.

Southwick, Thomas P. "Computers Aid Congress in Work, Politics." (*Congressional Quarterly Weekly Report*, v. 35, May 28, 1977) pp. 1045–1051.

"Congress * * * is turning with increasing frequency to the computer to help it cope with a burgeoning work load * * * The computer over the last 10 years has been reshaping the way business is done on Capitol Hill. From the electronic voting machines of the House to the huge granary of information in the Library of Congress to the vast mailing operations of the Senate, computers are taking over more and more of the information and administrative functions of Congress" at an accelerating cost.

Spigai, Frances G. and Brett B. Butler. "Micrographics." *Annual Review of Information Science and Technology.* Washington, D.C.: ASIS. 1976. pp. 59–106.

Developments in microform are reviewed—where and how microforms are increasingly used in business and government, equipment, document storage and retrieval, CCM. Micropublishing is also discussed, with some emphasis on its major problem—bibliographic control.

Stark, Judy. "Hold the Front Frame!" (*New Scientist,* v. 80, Nov. 30, 1978) pp. 696–698.

A journalist describes her reactions to the "new technology" for newspapers. Computer processing now allows a story to go from bulletin to photoengraving in eight minutes.

Stroke, George W. "Sharpening Images by Holography." (*New Scientist and Science Journal,* v. 51, Sept. 23, 1971) pp. 671–674.

"Laser techniques are capable of removing the fuzziness from photographs. In its most spectacular application, this holographic apparatus improved the resolution of electron micrographs to 2.5 angstroms and revealed, for the first time, the internal, helical structure of a virus."

"Taming the Computer Monster for In-House Fulfillment and List Maintenance" (ZIP Vol. 2, No. 2, March 1979) pp. 24–26.

Experts warn that a common mistake made by companies is to proceed too rapidly when changing over to computer operations.

Teicholz, Eric "Interactive Graphics Comes of Age" (*Datamation,* December 1975) pp. 50–52.

Continuing reductions in size, cost, and complexity are causing a population explosion in interactive graphics systems.

Terrant, Seldon N. "The Computer and Publishing." (*Annual Review of Information Science and Technology.*) Washington, D.C.: ASIS, 1975. pp. 273–301.

A review of the technology of computer-assisted publishing and a brief summary of some of the more important technological advances and trends reported in the literature comprise this overview.

U.S. Congress. Advisory Committee on Automation and Standardization of Congressional Publications. *Current Procedures and Production Processes of the Congressional Record,* Committee Print. Prepared under the auspices of the Joint Committee on Printing. GPO 1978. 132 pages.

This report examines current procedures for production of the *Congressional Record* and makes recommendations for alternate methods leading to automation.

U.S. Congress, House, Committee on House Administration *The Bill Status System for the United States House of Representatives* Committee print Jan. 31, 1975. Washington, D.C. GPO 1975.

(The system provides a centralized service for storing, retrieving, and disseminating status information on legislation under consideration by Congress.)

U.S. Congress. House, Committee on House Administration *The Electronic Voting System for the United States House of Representatives* Committee Print Jan. 31, 1975 Washington, D.C. GPO 1975.

U.S. Congress. Joint Committee on Printing. *A Bibliography on Electronic Composition.* Washington, D.C.: GPO. 1970. 58 pages.

U.S. Department of Labor. Bureau of Labor Statistics. *Outlook for Technology and Manpower In Printing and Publishing. Final Report.* "Report number DOL-BLS-B-1774. Washington, D.C. 1973. 53 pages.

U.S. General Accounting Office. *Emphasis Needed on Government's Efforts to Standardize Data Elements and Codes for Computer Systems; Report to the Congress by the Comptroller General of the United States.* (B-115369), May 16, 1974. Washington, 1974. 69 pages.

U.S. General Accounting Office. *Increased Use of Computer-Output-Microfilm by Federal Agencies Could Result in Savings, Report to the Congress by the Comptroller General.* B-115369, Nov. 26, 1974. Washington, D.C. 1974. 25 pages.

U.S. General Accounting Office. *New Ways of Preparing Data for Computers Could Save Money and Time and Reduce Errors; Report to the Congress by the Comptroller General of the United States.* (GMSD-78-39, July 18, 1978") Washington, 1978. 41 pages.

"Preparing data for processing by computers—data entry—has been dominated by the keypunch and the punched card for years. Better methods now exist, and both large and small Government computer installations can benefit from adopting them * * *. The National Bureau of Standards should develop guidelines for agencies' data entry studies, agency heads should require such studies, and agencies' internal auditors should review data entry studies and procurements."

U.S. General Accounting Office. *Tools and Techniques for Improving the Efficiency of Federal Automatic Data Processing Operations; Report to the Congress by the Comptroller General of the United States.*" "B-115369, June 3, 1974" Washington, 1974. 44 pages.

U.S. Library of Congress Network Advisory Group. *Toward a National Library and Information Service Network. The Library Bibliographic Component.* Washington, Library of Congress, June 1977. 54 pages.

(This paper is synopsis of several meetings held with senior staff of automated library systems and the Library of Congress to discuss the revolving national network.)

U.S. National Bureau of Standards. *Computer Science and Technology: Computers in the Federal Government: a Compilation of Statistics.* Washington, GPO 1977. 31 pages. (U.S. National Bureau of Standards. Special publication 500-7).

"The material in this report is a compilation of some of the data on the status of computer technology in the Federal Government. This compilation is a combination of existing statistics from Federal Government and computer industry sources, and original statistics based on these sources. Information is included on numbers of computers installed by agency, Federal ADP costs by agency and minicomputers in the Federal Government."

U.S. National Technical Information Service. *A Directory of Computerized Data Fields Software & Related Technical Reports.* "NTIS/SR-5/02" Springfield, Va., 1976. 283 pages.

Directory arranged by subject fields with subject and number indexes providing description, costs, and access information. Publication up-dates 1974 edition.

"Word Processing Interfaces Boost Worker Productivity, Cut Typesetting Costs." (*IP/AL*, Vol 181, No. 4, Jul 1978) p. 66.

The interfacing of word processing and phototypesetting equipment has allowed an increase in productivity and efficiency for secretariat tasks including: the capability for capturing keystrokes while reducing correction time; cost savings due to the reduction of necessary keystrokes; and space savings with typeset, as opposed to typewritten, copy, according to Mr. Bert Boucher, president of Boucher Associates. Mr. Boucher spoke at the Graphics 78 conference sponsored by the In-Plant Printing Management Association.

Worthley, John A., ed. *Comparative Legislative Information Systems: The Use of Computer Technology in the Public Policy Process.* "NSF-RA-760-122" Washington, National Science Foundation, 1976. 179 pages.

Book "captures recent experience with the application of information technology to the legislative process; it illuminates guidelines and approaches to legislative information system development; and it suggests future paths."

Worthley, John A. *Legislative Information Systems: a Review and Analysis of Recent Experience.* (*Western Political Quarterly*, v. 30, Sept. 1977) pp. 418-430.

"Reviews recent developments in computerized legislative information systems and suggests a framework for studying those developments and their impact on both the legislature and the political system as a whole. In particular, the discussion analyzes the implications of legislative information systems development for legislative policy-making ability, for executive and agency roles in the political system, and for institutional development of the legislature themselves."

Young, Daniel. "The Commission on Federal Paperwork and Micrographics." (*Journal of Micrographics*, v. 11, May-June 1978) pp. 305-307.

Discusses the use of micrographics in reducing the Federal paperwork burden and questions why the Commission on Federal Paperwork did not propose the use of micrographic techniques to reduce the amount and volume of Federal records. Suggests that in order for Federal information to be properly managed, there is a need for information centralization.

Young, Micki, Jo, and Frank A. Pezzanite, Chris J. Reisinger. *Introduction to Minicomputers in Federal Libraries*." Prepared under Contract A76-234 for the Federal Library Committee, Library of Congress. Washington, GPO, 1978. 155 pages.

"This book covers the application of minicomputers in Federal libraries. The first four chapters, Part I, form a general textbook treatment of automation, library automation, minicomputers, and library applications of minicomputers. In Part II, Chapters 5 and 6, guidelines for selecting and implementing a minicomputer system are presented."

Zaffarona, Joan. "Graphic Systems for the Office" (*Administrative Management*, September 1975) pp. 28-42.

Many operate as easily as a typewriter or copier.

PRICING OF GOVERNMENT INFORMATION

Causey, Mike. "The Federal Diary" (*Washington Post*—Friday, July 25, 1975).

Cohn, See M. "The Government Still Prints It, But It'll Cost You More to Get It" (*Washington Star*—Wednesday, June 18, 1975).

Federal Editors Association "Statement by President Geneva Curry of FEA on Pricing to House Appropriations Committee. Subcommittee on Legislation" March 3, 1976.

Fry, Bernard M. "What Price Government Information?" (*Government Publications Review*. Vol. 1, No. 2. Winter. 1973) pp. iii–iv.

Drastic price changes within the GPO are outlined, as are NTIS attempts to obtain full cost recovery from sales of government-sponsored reports. The chilling effect of these prices for both individual and library-buyers and the need for proper pricing policy for GPO and non-GPO publications are discussed in the context of the government's responsibility to the public to disseminate up-to-date and advanced information.

"Government Printing Office to increase prices." (*Government Publications Review*. Vol. 1, No. 1. Fall 1973.) p. 104.

The full text of the GPO statement regarding price increases is reprinted.

Knox, William. "Special Libraries and NTIS." (*Special Libraries*. January 1976).

The NTIS director responds to complaints from special librarians about increasing costs of NTIS material. Costs climb because NTIS wants to be self-sustaining. Librarians should pass the costs on to the ultimate user, thus saving library budgets for training materials and equipment.

Larson, Arthur D. "The Pricing of Documents by the Government Printing Office: Survival Response by an Agency in Crisis" (*Government Publications Review*, Vol. 4, No. 44, 1977) pp. 277-313.

Since 1972, GPO drastically increased the prices of publications and made extensive changes in distribution services. The author examines these events in the context of certain adverse internal and external conditions which enveloped GPO during the 1960's and early 1970's. The study is based entirely on congressional hearings and reports, agency documents, newspaper, magazine and journal sources.

Lowenstern, Henry. "Buying a Federal Publication; Why the Price Isn't Right." (*Bureaucrat*, v. 7, Summer 1978) pp. 36-39.

Discusses reasons for the increase in the price of government publications which are sold through the Government Printing Office (GPO) and discusses the GPO's response to consumer complaints about high prices. Also discusses the new GPO pricing policy, which is comprised of four pricing formulas, "one for single publications, a second for subscriptions to dated periodicals, a third for subscriptions to basic and supplemental publications, and a fourth for publications priced in accordance with special provisions of law."

Lowenstern, Henry "Pricing of Government Publications: A Publishing Agency Perspective." A paper prepared for the Federal Publishing, Printing and Information Policy Institute at the American University, May 12-13, 1977. 26 pages.

Lynden, Frederick C. "Survey of Library Materials Expenditures at Stanford University Libraries", October 1976. Stanford University. 45 pages.

How Government periodicals price increases have impacted Stanford budget.

Nader, Ralph. "GPO: Weak and Weary" in News Action Page (*Washington Star*, Sunday, Jan. 5, 1975).

Satchell, Michael. "Are Critics Unfair to No. 1 Printer?" (*Washington Star*, Tuesday, Feb. 24, 1976).

Schwarzkopf, LeRoy. *GPO Pricing*. Study done for the SLA/Committee on Information Hang-ups Study of the GPO." Sept. 1976. University of Maryland.

Schwarzkopf raises a number of policy questions, such as the interpretation of title 44, the concept of user charges, the dichotomy of free publications to some, a charge to others; and concludes the GPO is not setting prices according to the structure of Title 44.

Schwarzkopf, LeRoy. "Pricing Policy of GPO Sales Publications: an Analysis of the GAO Report to the Joint Committee on Printing" (*Documents To The People*, Vol. 3, No. 4, June 1975).

U.S. General Accounting Office. *Pricing of Publications Sold to the Public. Government Printing Office Report to the Joint Committee on Printing by the Comptroller General of the United States.*" B-114829. Nov. 19, 1974. 22 pages.

GAO examined the rise in prices to see if: increases embraced the same financial philosophy as in the past; increases changed the relationship between pricing and Congressional appropriation. Answer-yes. Ways costs have been computed over the past are detailed; just what the 50 percent addition means is discussed.